DELWARE NORTH COMPANIES
PARKS AND RESORTS
RESOURCE MANAGEMENT TRAINING
STUDENT MANUAL
JUNE 2012
Delaware North Companies – Parks and Resorts

RESOURCE MANAGEMENT TRAINING

June 2012

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CHAPTER ONE

Course Introduction
## DNC – PARKS AND RESORTS RESOURCE MANAGEMENT TRAINING AGENDA

### Pre-Class Assignments
- Virtual Classroom Enrollment
- Virtual Classroom Discussion Boards
- Pre-Course Webinar
- E-course Completion
  - Foundations of Interpretation
  - Deciding to Keep Wilderness Wild: Four Cornerstones for Wilderness Managers

### Tuesday, June 5, 2012
Wolter Residence

<table>
<thead>
<tr>
<th>Time</th>
<th>Session Title</th>
<th>Guests</th>
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<tbody>
<tr>
<td>5:30 pm</td>
<td>Social</td>
<td>DNC, Dr. B. McCormick, Senior Fellows, EPLY staff, RPTS faculty</td>
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### Wednesday, June 6, 2012
Indiana Memorial Union-Maple Room

<table>
<thead>
<tr>
<th>Time</th>
<th>Session Title</th>
<th>Guest Speakers</th>
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<tbody>
<tr>
<td>7:30 am – 8:00 am</td>
<td>Continental Breakfast with RPTS Faculty</td>
<td>Wolter, Friedel, Kelly, Dr. B. McCormick, C. McCormick</td>
</tr>
<tr>
<td>8:00 am – 8:45 am</td>
<td>Course Introduction</td>
<td>Wolter, Friedel, Kelly, Dr. B. McCormick, C. McCormick</td>
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<tr>
<td>8:45 am – 9:00 am</td>
<td>Break</td>
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<tr>
<td>9:00 am – 11:30 am</td>
<td>Concessions and the NPS</td>
<td>Hackerd</td>
</tr>
<tr>
<td>11:30 am – 1:00 pm</td>
<td>Lunch (on your own) and time to check in with your office</td>
<td></td>
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</table>
1:00 pm – 5:00 pm  
Sustainability and Natural Resource Protection  
(A break will be included)  
Chancellor and Watson

5:00 pm – 5:15 pm  
Wrap-up, Quick Evaluation  
C. McCormick

6:30 pm  
Selling Local: What, How, and Why  
(location: Farm restaurant)  
Farmer

Thursday, June 7, 2012  
Indiana Memorial Union-Maple Room (morning)  
Hilton Garden Inn-Meeting Room (afternoon)

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<thead>
<tr>
<th>Time</th>
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<th>Guest Speakers</th>
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<tbody>
<tr>
<td>7:30 am – 8:30 am</td>
<td>Tour of IU Campus</td>
<td>Hackerd</td>
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<tr>
<td>8:30 am – 9:30 am</td>
<td>Informal Visitor Contact</td>
<td>Capps</td>
</tr>
<tr>
<td>9:45 am – 12:00 pm</td>
<td>Communication and Leadership in Working with Parks and Public Lands Agencies</td>
<td>Wolter</td>
</tr>
<tr>
<td>12:00 pm – 1:30 pm</td>
<td>Lunch (on your own)/check in with work/move to Eppley offices</td>
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<tr>
<td>1:30 pm – 3:00 pm</td>
<td>The Facility Management Process</td>
<td>C. McCormick</td>
</tr>
<tr>
<td>3:15 pm – 4:00 pm</td>
<td>The NPS Inspection Process</td>
<td>Panel Discussion</td>
</tr>
<tr>
<td>4:00 pm – 5:00 pm</td>
<td>Close-Out, Evaluation, Focus Groups, and Next Steps</td>
<td>Wolter/C. McCormick</td>
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</table>
Welcome to the DNC Resource Management Training Course

Goal of the DNC Resource Management Training Course
As a result of the research conducted by the Eppley Institute, the following performance and/or competency gaps were identified in the DNC Parks and Resorts management workforce:

- A general understanding of park and public land agency mission, functions, and organization culture, and the common foundation of stewardship shared by the National Park Service and Parks and Resorts.
- An understanding of the history of resorts and concessions as a foundational part of National Park Service creation.
- A working knowledge of the laws, regulations, and policies that affect the host agency, including NPS DO 48, Superintendent Compendium, park-specific policy documents including GMP, Comprehensive Interpretive Plan, etc.
- An appreciation for and detailed understanding of the requirements of concessionaire evaluation processes utilized by the host agency, including the inspection requirements.
- Clear and concise ability to interface with host agency representatives on facility management and scheduling, as well as on cultural and natural resource protection practices specifically used by the host agency.
- Ability to practice appropriate and effective informal visitor contacts and interpretive foundation practices that align with Parks and Resorts guest path requirements.
- A thorough understanding of how meaningful partnerships and techniques become the foundation for effective team and/or work group function.
- A solid foundational knowledge of, and ability to apply leadership approaches related to, NPS leadership competencies in stewardship, leading change, building coalitions, and leading people.

The goal of the program is to address these competency gaps, with the overall goal being:

*To gain better understanding of the NPS perspective (especially their culture and language) in order to improve communications between our organizations. To leverage this understanding for the mutual benefit of DNC and the NPS.*
CHAPTER TWO
Session Materials
COURSE INTRODUCTION

OBJECTIVES: At the end of this session, students should be able to:

- Articulate the agenda, logistics, and overall goals of the session.
- Be introduced to the faculty of the School of Health, Physical Education, and Recreation.
- Introduce course goals through an informal ice-breaking activity.
# Course Evaluation

**Directions:** Please give us your evaluation and opinions of the course and your learning experience in the course by checking the box that most closely represents your opinion. All responses are confidential and will only be used for the purpose of evaluating this training.

## Session Objectives and Materials

<table>
<thead>
<tr>
<th>Session Objectives and Materials</th>
<th>(1) Strongly Disagree</th>
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<th>(4)</th>
<th>(5)</th>
<th>(6)</th>
<th>(7) Strongly Agree</th>
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<tr>
<td>I understood the learning objectives for each of the sessions.</td>
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<td>The course materials aided my understanding of the content.</td>
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<td>I found the course materials easy to navigate.</td>
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Please provide comments regarding session objectives and materials.

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## Delivery and Facility

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<th>Delivery and Facility</th>
<th>(1) Strongly Disagree</th>
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<th>(6)</th>
<th>(7) Strongly Agree</th>
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<td>I was engaged during the learning sessions.</td>
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<tr>
<td>The activities and exercises aided in my learning.</td>
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<td>I was given ample time to practice or demonstrate what I was learning.</td>
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<td>The PowerPoints and videos helped to reinforce my understanding of the material.</td>
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<td>I was pleased with the room set-up.</td>
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<td>I experienced minimal distractions during the sessions.</td>
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Please provide comments regarding delivery and facility.

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**PLEASE CONTINUE ONTO NEXT PAGE**
**About Learning**

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<tr>
<td>As a result of this course, I understand the evolving role of concessions in the NPS.</td>
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<td>As a result of this course, I have improved my understanding of resource impairment and protection.</td>
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<td>As a result of this course, I understand the role of DNC in managing and leading partnerships with parks and public lands entities.</td>
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<td>As a result of this course, I can provide support for my staff regarding the basic principles of Informal Visitor Contacts.</td>
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<tr>
<td>As a result of this course, I understand the basics of NPS facility management practices.</td>
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<tr>
<td>As a result of this course, I can better prepare my staff for the NPS inspection process.</td>
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<td>Overall, this course met my expectations regarding learning.</td>
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Please provide comments regarding your learning.

**Relevancy**

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<tbody>
<tr>
<td>The sessions presented were relevant to my current position.</td>
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<tr>
<td>I am confident that I will be able to apply what I have learned.</td>
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Please provide comments regarding course relevancy.
What were the top three things you learned during this course?

1. 

2. 

3. 

What two sessions or activities did you find *most* helpful during this course?

1. 

2. 

What two sessions or activities did you find *least* helpful during this course?

1. 

2. 

CONCESSIONS AND THE NPS

OBJECTIVES: At the end of this session, students should be able to:

- Summarize the history of the Commercial Services Program and Concessions Contracts.
- Articulate the different types of laws, regulations, and policies that affect the Commercial Services Program.
- Identify and describe the documents that serve as important sources of information for DNC concessions operations.
- Describe the organizational structure of the NPS to improve communication.
- Understand their role as a concessioner in the NPS.
- Recognize the importance of understanding and supporting new initiatives that impact concessions (e.g., A Call to Action).
MISSION ALIGNMENT

To get a better understanding of how the missions of the National Park Service and Delaware North Companies Parks and Resorts align, the class will split up into groups.

• Each group will get copies of each organization’s mission statement.
• These mission statements, however, are cut up and mixed together.
• Each group should organize the cut-up sections of the mission statements in the proper order.
• Once the sections are in the proper order, each group should inform the instructor that they are done. The instructor will review the actual mission statements for accuracy.
• Finally, the groups should identify two ways in which the missions align with each other. Each group should select a speaker who will report their findings to the group at large for further discussion.
NPS AND CONCESSIONS HISTORY

It is easier to understand an organization that you are working with if you are familiar with significant aspects of its history. In this activity, four important events in the National Park Service’s history will be reviewed. All four events helped form how the National Park Service interacts with concessioners.

- The class will be split into four groups.
- Each group will receive a summary of a major event in NPS History:
  - Founding of Yellowstone National Park, 1872
  - Organic Act, 1916
  - Concessions Policy Act, 1965
  - Concessions Management Improvement Act, 1998
- Each group will identify:
  - How concessioners fit into the major event.
  - If any major issues occurred that could require NPS action.
  - How the events impact the NPS and concessioner operations today.
- Each group will choose a spokesperson to report their findings to the larger group.
ISLE ROYALE CASE STUDY

In order to get a better understanding of how the National Park Service determines what activities are necessary and appropriate for concessions operations, it helps to study a real park. This case study will examine Isle Royale National Park (ISRO), which is located in the middle of Lake Superior. Documents related to ISRO will be reviewed and analyzed by participants. Ultimately, participants will use the information in the documents to form an educated guess about actual concessions in the park.

- The class will be split into four groups.
- Each group will review a document that guides decisions about the types of concessions that could be offered in the park.
  - ISRO General Management Plan (24, 29-30)
  - ISRO Mission and Enabling Legislation
  - ISRO Superintendent’s Compendium (pages 1-16)
  - NPS Management Policies (pages 1-3, 153-162)
- Each group will review their assigned document and determine the following:
  - Purpose of the document.
  - Important facts provided about ISRO.
  - Important facts concerning concessions at ISRO.
- Each group will appoint a spokesperson to report their findings.
- After all groups have reported their findings, the entire class will offer ideas about what types of concessions are located at ISRO.
- Once the group comes to a consensus, the actual concessions will be revealed.
- The instructor will then lead a group discussion that will highlight the similarities and differences between what the class thought would be at ISRO and what is actually there.
In order to meet the needs of the National Park Service, it helps to know what its plans are for the future. In this activity, groups will review sections of the NPS’s *A Call to Action*. The document describes actions that it and its partners need to take as the NPS approaches its 100th anniversary in 2016. By understanding this document and the actions identified, DNC can ensure that it remains in alignment with the NPS.

- Class will split up into four groups.
- Each group will review a major section of *A Call to Action*.
  - Connects People to Parks
  - Advances the Education Mission
  - Preserves America’s Special Places
  - Enhances Professional and Organizational Excellence
- In the groups, each person should identify actions that they believe relate to what DNC does in the parks and DNC’s mission.
- After each person has selected their bullet points, the individual groups will vote on which points are the most important.
  - To do this, each person will get four votes. The person can use those votes as they see fit. If they want to use all four votes on a single action, that is fine.
- Once the groups have finished voting, they will report their results to the entire class.
- The entire class will then participate in a group discussion about the actions that DNC could take and begin to brainstorm ideas for how these actions could be completed.
OBJECTIVES: At the end of this session, students should be able to:

- Explain the fundamental purpose of the National Park Service.
- Recognize what may constitute impairment and unacceptable impacts to natural or cultural resources or values within the National Park System.
- Identify the range of actions taken by the NPS to avoid, mitigate, and respond to impairment and unacceptable impacts.
- Increase awareness of ways for DNC to contribute to the “conservation” mission of the NPS.
PARK RESOURCES AND VALUES

“The ‘park resources and values’ that are subject to the no-impairment standard include the park’s scenery, natural and historic objects, and wildlife, and the processes and conditions that sustain them, including, to the extent present in the park: the ecological, biological, and physical processes that created the park and continue to act upon it; scenic features; natural visibility, both in daytime and at night; natural landscapes; natural soundscapes and smells; water and air resources; soils; geological resources; paleontological resources; archeological resources; cultural landscapes; ethnographic resources; historic and prehistoric sites, structures, and objects; museum collections; and native plants and animals; appropriate opportunities to experience enjoyment of the above resources, to the extent that can be done without impairing them.”

(NPS Management Policies, 2006, Ch. 1, Section 1.6)
WHAT IS IMPAIRMENT?

The impairment that is prohibited by the Organic Act and the General Authorities Act is an impact that, in the professional judgment of the responsible NPS manager, would harm the integrity of park resources or values, including the opportunities that otherwise would be present for the enjoyment of those resources or values. Whether an impact meets this definition depends on the particular resources and values that would be affected; the severity, duration, and timing of the impact; the direct and indirect effects of the impact; and the cumulative effects of the impact in question and other impacts.

An impact to any park resource or value may, but does not necessarily, constitute impairment. An impact would be more likely to constitute impairment to the extent that it affects a resource or value whose conservation is necessary to fulfill specific purposes identified in the establishing legislation or proclamation of the park, or key to the natural or cultural integrity of the park or to opportunities for enjoyment of the park, or identified in the park’s general management plan or other relevant NPS planning documents as being of significance.

An impact would be less likely to constitute impairment if it is an unavoidable result of an action necessary to preserve or restore the integrity of park resources or values and it cannot be further mitigated.

An impact that may, but would not necessarily, lead to impairment may result from visitor activities; NPS administrative activities; or activities undertaken by concessioners, contractors, and others operating in the park. Impairment may also result from sources or activities outside the park. This will be addressed consistent with sections 1.6 and 1.7 on Cooperative Conservation and Civic Engagement.

(See Unacceptable Impacts 1.4.7.1)

(NPS Management Policies, 2006, Ch. 1, Section 1.5)
WHAT ARE UNACCEPTABLE IMPACTS?

1.4.7.1 Unacceptable Impacts

The impact threshold at which impairment occurs is not always readily apparent. Therefore, the Service will apply a standard that offers greater assurance that impairment will not occur. The Service will do this by avoiding impacts that it determines to be unacceptable. These are impacts that fall short of impairment, but are still not acceptable within a particular park’s environment. Park managers must not allow uses that would cause unacceptable impacts; they must evaluate existing or proposed uses and determine whether the associated impacts on park resources and values are acceptable.

Virtually every form of human activity that takes place within a park has some degree of effect on park resources or values, but that does not mean the impact is unacceptable or that a particular use must be disallowed. Therefore, for the purposes of these policies, unacceptable impacts are impacts that, individually or cumulatively, would

- be inconsistent with a park’s purposes or values, or
- impede the attainment of a park’s desired future conditions for natural and cultural resources as identified through the park’s planning process, or
- create an unsafe or unhealthful environment for visitors or employees, or
- diminish opportunities for current or future generations to enjoy, learn about, or be inspired by park resources or values, or
- unreasonably interfere with
  - park programs or activities, or
  - an appropriate use, or
  - the atmosphere of peace and tranquility, or the natural soundscape maintained in wilderness and natural, historic, or commemorative locations within the park.

NPS Management Policies, 2006, Ch. 1, Section 1.4)
SUSTAINABLE TOURISM: MORE THAN RECYCLING

Introduction

According to the United Nations World Tourism Organization (2004), sustainable tourism is comprised of four components which include the need to: protect environmental resources; respect a destination’s host society and culture; plan for economic viability; and maintain a high level of tourist satisfaction. The first three components are often discussed, and will be in this paper in terms of tourism’s positive and negative environmental, societal, and economic impacts. These three components may be observed, experienced, and studied individually; however, they are intricately connected. That is to say, an economic impact usually directly affects the society and often the environment. Although many people think only of the environment when they hear “sustainable”, in tourism the concern is broader as research is quite clear that there are potential good and bad aspects of tourism for the local destination’s economy, society, and environment.

Economic Impact

The economic effect of tourism is an appropriate place to start a discussion on impacts, since the creation or rejuvenation of a local economy is the major reason for encouraging tourism development (Mason, 2003). Furthermore, economic impacts have been the major focus of tourism research (Pearce, 1989). Tourism is sometimes sought as a replacement economy when traditional industries have closed or moved to other locations. Communities seeking tourism as a major economic force often anticipate the positive economic benefits such as an increase in employment opportunities, in tax revenues from both room and sales taxes, and in foreign exchange earnings. However the community’s economic gains may be negated by negative impacts such increased consumer and land costs as well as leakage.

Moab, Utah is one of many towns that sought tourism as a replacement industry. Mining activities in Moab were severely curtailed as operations were relocated to developing countries. The local mining industry’s collapse led to a decrease in employment, population and services such as medical care. Given Moab’s natural beauty, proximity to major national parks, and unique landscape, which were already popular with outdoor recreation enthusiasts, city officials thought tourism would be a natural replacement industry (Smith & Krannich, 1998). The marketing campaigns attracted tourists in larger than anticipated numbers. Many new businesses and employment opportunities were introduced and there was a substantial economic lift.
Foreign exchange earnings can also be increased through tourism and is often an important factor for developing countries. Foreign exchange monies can spur development in other sectors of the economy. However Mill and Morrison (2002) point out that accurate foreign exchange earnings must also take into account leakage. Considered a negative impact, leakage refers to the monetary value of products and services that a destination must import to meet tourists’ needs. For a destination to really benefit from tourism, tourist dollars need to be spent locally on local items so that the money moves through the local economy.

An increase in tourism is often accompanied by an increase in the cost of living. Land values increase especially if major development is occurring or the location becomes popular for second homes. As land values rise so do property taxes which affects all residents whether they are directly benefiting from tourism or not. The price of consumer goods usually increases due to tourism, partially because tourists are willing to pay more for goods while on vacation than when at home Gartner (1996).

**Socio-cultural impact**

Interaction between two groups of people affects both groups in some way. By its very nature tourism brings groups of people together creating an opportunity for tourists-tourists interaction and tourists-host society interaction. The interaction effects are most lasting on the host society since the tourists return home to their way of life, while the host society lives in this interactive state.

Potential positive socio-cultural impacts include a revival of traditional arts and crafts, which can lead to increased pride in one’s culture. An increase in recreation amenities is also considered a positive impact. Although recreation amenities may be created to satisfy tourism needs the host society can benefit from these opportunities as well. Examples would include boat accesses to lakes and rivers, hiking trails, ski slopes, and even an increased variety of restaurants.

Cherokee, North Carolina, is a location that has received the socio-cultural benefits of tourism. Tourist interest has revived traditional crafts such as basket making and carving. There is now a market for these crafts and a healthy artisan community around their production. An increased interest in traditional dances and music has lead to regular live performances, which are mostly attended by tourists. In general tourism has provided money for traditional arts and crafts and increased interest in Cherokee history and culture.

The negative socio-cultural impacts are more often written about and are most likely more visible than the positive impacts (Mason, 2003). Overcrowding, and the acculturation process are two common concerns for tourism destinations. Rural destinations with insufficient infrastructure to handle large numbers of tourists can experience disturbing amounts of overcrowding. In the United States overcrowding is often in the form of traffic jams as tourists travel in private automobiles. Increasing infrastructure may or may not be a possibility or even of interest to the host society.

The acculturation theory suggests that when two cultures come into prolonged contact the exchange of ideas and products will cause them to converge (Williams, 1998). In a tourism context the more
economically stronger culture (usually tourist) dominates the economically weaker culture (usually host society). This is especially true if the economic gap is wide between the two cultures. Acculturation is blamed for reducing the variety of global cultures (Mason, 2003).

**Environmental impact**

Tourism is often thought of as a clean, environmentally friendly industry especially when compared to heavy manufacturing or resource extraction businesses (Andereck, 1995; Blom, 2000). Although the tourism entities do not have strip mining and smokestacks, tourism development can be accompanied by other negative environmental consequences. Increased pollution, degraded habitat, and unsightly development are three negative environmental consequences of tourism (Mason, 2003). Positive impacts often include some form of environmental conservation including the protection of wildlife, scenic landscapes, unique natural areas, or even the rejuvenation of landscapes.

Tourism induced pollution can appear in many forms. Air pollution may be caused through increased automobile emissions. This is particularly a concern for areas that experience a drastic increase in automobiles during the peak tourist season (Romeril, 1985).

Marine and land based wildlife have suffered due to tourism. Amboseli National Park in Kenya is one example where tourists pursuing a view of wildlife have created problems. Vans carrying camera-toting tourists drive haphazardly through the fragile savannah in search of animals such as cheetah and elephants. This straying from roads creates erosion and damages flora. Pursued animals exert time and energy avoiding tourists rather than on activities that sustain their population such as hunting (Environmental Tourist, 1992).

Infrastructure and attraction development to support tourism may create environmental concerns. Coastal wetlands containing mangroves, which are an integral part of the marine ecosystem are most often lost to tourism development (Bacon, 1987). Mangrove areas provide benefits such as stabilizing the coasts and buffering the shore from ocean swells during storms. They also serve as important breeding grounds for a variety of marine life including shrimp and endangered turtles (Mangroves, n.d.).

Positive environmental impacts are not as often written about but they have occurred and should be a goal for tourism destinations (Mason, 2003). Wildlife protection measures have been undertaken in many locations to preserve animals that are extremely profitable for photographing. One method of protecting wildlife and their necessary habitat is to establish national parks (Environmental Tourist, 1992). Elephants and rhinoceros have been hunted for their ivory tusks. However, tourists pay to see these animals alive in their natural habitat. Therefore, elephants have proven to be more valuable as targets for cameras than as a one time supply of ivory.

Scenic landscapes have also been protected from development, due to their value to the local tourism industry. A North Carolina example involves a large viewshed from a scenic parkway. Over 20 million tourists annually drive along this 469 mile Blue Ridge Parkway to see the mountains and visit the rural
communities (Roe, 2000). As residential development begin to creep into the viewsheds of certain areas along this parkway, tourism stakeholders collaborated to protect specific landscapes from development. The result of their efforts protected not only the visual landscape but also aided in maintaining habitat for flora and fauna.

In summary, tourism can be described as a double-edged sword. Tourism may provide positive impacts, which enhance the quality of the residents’ and tourists’ lives. However, without careful monitoring and planning tourism-impacts can be negative creating problems for the local economy, residents, and environments.

References


INFORMAL VISITOR CONTACTS

OBJECTIVES: At the end of this session, students should be able to:
- Define an informal visitor contact.
- Explain the importance of conducting effective informal visitor contacts.
- Provide support to staff for conducting informal visitor contacts.
OVERVIEW OF THE TYPES OF INFORMAL VISITOR CONTACTS

There are three main types of informal visitor contacts: orientation, information, and interpretation. The sequence of these contact options is known as the interpretive continuum.

1. At the orientation level, the main goal of the contact is to help visitors get their bearings and provide directions.
2. At the information level, the contact involves facts or explanations.
3. The interpretation level of the continuum moves beyond information and involves providing opportunities for visitors to form their own connections with the significance of the resource. To do this, the tangible resource is linked to an intangible concept using techniques (such as stories, examples, and comparisons) that are appropriate for the audience, the resource, and the employee. Most DNC employees will not have the opportunity to take an informal visitor contact to the interpretation level. It is typically best for these types of interactions to be referred to an interpretive park ranger or a more skilled DNC interpreter. Providing interpretation is a highly skilled act.

An informal visitor contact can begin at any point along the continuum. Where the contact begins is determined by the visitor and the cues they communicate. Often these cues are visitor questions.

Tip

“Where” questions are usually orientation opportunities.

- Example: Where is the bathroom? Where can I fish? Where can I see big cannons?

“What” and “how” questions are usually information opportunities.

- Example: What kind of flower is that? What happened here? How did this valley form?

“Why” questions typically offer an opportunity for interpretation.

- Example: Why was this site so important in the war? Why are those trees dying?
Defining Orientation, Information, and Interpretation in Informal Visitor Contacts

Orientation
Orientation refers to concepts such as direction, location, proximity, way-finding, etc. In the orientation process, employees help visitors understand where they are and how to get where they need to go. Orientation may also involve helping visitors understand what opportunities are available at your site. Visitors who are properly oriented will be more likely to have a quality experience and be more open to receiving and understanding park messages. Orientation fulfills the basic needs of survival and safety. These needs must be met before visitors are willing or able to make larger connections to park resources.

Your staff should be prepared to answer orientation questions. Visitors do not always understand the difference in job duties when they see a person in uniform; they only see someone in a position of authority. They expect that uniformed employees will be able to answer their questions, especially an orientation question like the location of the campground.

Examples of Orientation Questions:
Q: Where can we go to see a condor?
A: They can be found anywhere in the Grand Canyon region and, though this is not very predictable, I can tell you that yesterday a pair were seen near the North Rim Lodge.

Information
Information about the resource provides an important context for the visitor's experience, answering the questions that visitors have with tangible details about the resource. Information fulfills visitors’ needs for knowledge, which enhances their self-esteem. It may also fulfill belonging needs.

Employees have a responsibility to ensure the accuracy of all information they pass on to the public. All too often, we are guilty of accepting what we hear from others as truth. Just because you heard a co-worker say it, or heard it during an interpretive program, doesn't mean that it is accurate. When employees pass on inaccurate information – and the audience knows it – their credibility suffers. When one employee is discredited, the credibility of all employees comes into question.

This level of credibility means it is extremely important for your staff to be able to provide accurate information. The role of management is to make sure that they have the resources and knowledge they need to accurately provide information. However, it is also important that your staff understand that they may not know the answer to every question, and that is okay. They need direction from you on where to direct these visitors in those instances.
Examples of Information Questions:
Q: How many people lived in the fort?
A: The number fluctuated seasonally, but the average was around fifty people. There were five gentleman officers and their families, a doctor and his family, servants, and cooks. Hundreds of other laborers lived in villages surrounding the fort.
Q: What are all those piles of wood along the road?
A: Those are slash piles waiting to be burned. Forestry crews trim back 100 feet from the road and place all of the woody debris in piles to be burned during winter.

Interpretation

Interpretation provides opportunities for visitors to form their own meaningful connections (emotional and/or intellectual) with the resources in our parks. Interpretation meets higher-level needs for understanding and self-fulfillment. Information can be presented at increasingly complex levels, leading to opportunities to connect visitors to the significance of the resource. These opportunities do not happen frequently, but they are a powerful way to help maintain the site resources. Visitors who care about the resource will help employees care for it.

It is not necessary for most of your staff to be able to provide interpretive opportunities. Your employees have a very different skill set and job role in the park, and it is acceptable to instruct your staff to direct visitors who have more in-depth questions to the interpretive staff at your site, whether that’s a DNC interpreter or an NPS interpretive ranger. That is still meeting the needs of the visitors, and it allows your staff to continue with their day-to-day responsibilities.

Examples of Interpretation Questions:
Q: Why did the strike start?
A: The workers were told that many of their jobs were going to be automated. Can you imagine how threatened or vulnerable you would feel if your boss told you that your job was going to be replaced by a computer? That threat of losing their job, their livelihood, and their way of life likely sparked the strikers into action.
INTRODUCTION TO NPS CUSTOMER SERVICE

While DNC has an extensive customer service training known as GuestPath, it may be helpful to understand what the NPS considers customer service components.

It is appropriate that “service” is a part of the name of the National Park Service. The desire of the National Park Service to serve influences their priorities as an agency and as individuals. How NPS employees (as well as DNC employees) appear, act, and interact with visitors also greatly affects the quality of a visitor’s visit, as well as the quality of the support the NPS and its mission receive. For NPS employees, superior customer service should be a top priority. To ensure that NPS staff delivers high-quality customer service, employees develop plans for presenting a professional image, professional behavior, and effective interpersonal communication skills.

Exhibiting a professional image includes attention to the following:

- **Personal Grooming:** Hair, teeth, and nails should be clean and neat. Excessive colors and styles of hair and nails should be avoided.

- **Posture:** Standing up straight projects an image of authority and inspires confidence in the employee’s knowledge and abilities.

- **Attire:** Attire should not distract the visitor during their experience at the site. Be aware of the following professional image standards:
  - Clothes should be clean and neat at the beginning of the workday.
  - Clothes should not be frayed, have holes, or be missing buttons.
  - Clothes should be free of odors.
  - Clothes should not be excessively tight or baggy.

- **Accessories:** Accessories, like clothing, should not distract the visitor in any way. The following professional standards apply:
  - **Tattoos** should be covered to the greatest extent possible.
  - **Jewelry** should be conservative. Excessive numbers, large size, and bright or contrasting colors of jewelry may create an unprofessional appearance. In addition, supervisors and managers may have to limit jewelry wear for safety reasons.
  - **Rings and Studs** associated with body piercing should be removed (where visible) to prevent interfering with visitors’ experience.

The Components of Professional Behavior

The following are components of professional behavior as defined by the NPS. While DNC may have its own definitions, knowing the NPS definitions will improve understanding between the organizations. The following summarizes what the NPS expects regarding professional behavior of frontline staff. Displaying professional behavior includes being:

- **Courteous**: Professionals are courteous (polite, well-mannered, patient, pleasant, attentive, and serious). They act naturally and genuinely, but professionally. They may try to be friendly and establish rapport with visitors by taking interest in some aspect of their lives, and by finding common understanding, to personalize the contact. They tailor their approach to the individual. This means putting the visitors’ needs above your own needs, to the extent that it is reasonable to do so, which includes halting your own activities or conversations with coworkers in order to serve the visitor first. Courteous employees go beyond the Golden Rule, “Do unto others as you would have them do unto you,” to practice the Platinum Rule: “Treat others not only as you want to be treated, but as they want to be treated.”

- **Helpful**: Professional employees are helpful. When possible, they make themselves accessible and approachable (smiling and welcoming—exhibiting body language that puts others at ease).

- **Knowledgeable**: Visitors expect you to be knowledgeable about every aspect of their experience. Employees who respect others will anticipate questions and get to know their park well. You should know the names of people and places associated with your site; contact information for common referrals; facilities and services available to the visitor; how to give clear, simple, accurate directions; how to describe the resources of the park and offer alternatives; all policies, procedures, and systems of your operation; how to use equipment properly; and current or updated information.

- **Neutral**: As a public servant it is important to remain neutral in all situations. Your beliefs and attitudes should not interfere with the visitor’s experience of the resource. You should avoid presenting personal opinions on politics, religion, or even local businesses, and should avoid talking about fellow staff or other visitors in public. To ensure a quality visitor experience, stick to the facts, admit when you don’t know something, and offer to help visitors find out what they need to know.

- **Objective**: Professional employees respect others enough to have an objective attitude toward all. They put their personal biases or baggage away (their beliefs, values, experiences, and
prejudices) in order to provide equal treatment and fairness. You should avoid sharing personal perspectives, provide official rather than personal positions, and seek balance in all you say.

- **Patient:** Professional employees remain patient with all visitors. While it may be the tenth time you’ve heard the same question, it is this visitor’s first time asking it. Staying focused on the visitor’s experience and perspective will help you handle each contact with patience and compassion.

- **Safe:** Some interactions escalate to involve real risk when there are verbal threats along with physical proximity. It is important to be able to recognize the signs of potentially dangerous interactions, to know how to distance yourself from an encounter safely, and to know when and how to request assistance from law enforcement personnel. Other skills to develop for these interactions include articulation, delivery, creativity, flexibility, and even humor.

### The Components of Effective Interpersonal Communication

Although DNC has its own training on many of these components, the following summarizes the NPS perspective on these specific components. Being adept at interpersonal communication includes knowledge of:

- **Body Language Skills:** Physical distance from visitors should be based on their personal space, and be distant enough (generally over three feet) that the audience feels comfortable and not threatened. To communicate openness and interest, your body should angle or lean toward the audience. A person who remains still is likely paying attention to what is happening, while tapping or fidgeting may communicate impatience or boredom. Arms that are crossed often indicate an attitude of disapproval or opposition, and hands in pockets may communicate a negative attitude. Arms that are open (to the side of the body or behind the back) show a willingness to engage. A straight head position may indicate authority and seriousness, while friendliness or receptivity can be shown by tilting the head slightly to one side or the other. The use of touch may or may not be appropriate, depending on the situation. Your facial expression can express much in an interaction, so employees should avoid having their faces covered by their hair, hat, or sunglasses whenever possible. You can communicate openness, confidence, and honesty with an open facial expression and solid eye contact.

- **Conflict Resolution:** Occasionally, informal visitor contacts will involve a conflict between the employee and the visitor. Conflicts may be based on perceptual differences, value differences, divergent goals, or ineffective communication that leads to misunderstandings. Rather than thinking of the conflict as a win/lose situation or as something to be avoided altogether, try thinking of a solution in which both parties win. The type of conflict resolution that is most effective in meeting the needs of both sides is collaboration. Try solving a problem, rather than arguing with, blaming, directing, or persuading the other person. Apologize when appropriate and ask visitors what they would like you to do about their concerns. Use common sense to
identify possible solutions, and take action to meet the visitors’ needs when possible. If you can’t solve a problem, connect the visitor with someone who can.

- **Listening Skills**: Speaking is only half of communicating. Listening is vital in a conversation as well. Listening is essential to seeing the speaker’s point of view, recognizing that each individual perceives things differently, and acknowledging that multiple points of view can provide a wider perspective on a situation. Good listeners listen carefully to hear and to understand, not only to respond. They do not jump to conclusions, and do not interrupt except when necessary. A good listener actively listens by reacting and acknowledging what was said. Techniques for active listening include using all senses to read the unspoken message or the question beneath the question; making eye contact and facing toward and concentrating on the speaker; occasionally nodding or repeating what was said; recognizing the speaker’s feelings and concerns; and asking for clarification when necessary.

- **Verbal Skills**: Verbal skills include the ability to effectively use language and vocal techniques. An effective communicator chooses words that will be understood by a given audience. Vocabulary should be selected based on a variety of factors, including the audience’s age, culture, educational background, and experience with the subject at hand. When speaking with strangers, or with visitors for whom English is a second language, it may be useful to develop not only a more universal vocabulary but also a neutral accent. For most audiences it is best to avoid using complex, technical jargon and slang terms. Vocal techniques that aid in communication include articulated diction, moderate tempo with rhythmic variation for effect, modulation to emphasize certain words, moderate tone or pitch, and appropriate volume and vocal quality. There is no substitute for a positive tone of voice.

**Reading Visitor Cues**

Reading the visitor appropriately is perhaps the most fundamental skill necessary for successful informal visitor contacts. How do you know how to respond to visitors until you know what they need? By learning how to identify, read, and respond to visitor cues, you will hold the key not only to quality customer service but also to meaningful experiences for the visitor. Visitors let us know their needs using verbal communication, body language, tone of voice, and direct actions. In your role as a supervisor, it will be helpful to provide this information to your staff when training them in informal visitor contacts.

**Verbal Communication**

Visitor needs can be determined instantly when a visitor asks a simple question, but beware of reaching conclusions too quickly. While a visitor asking for directions to the bathroom is rarely seeking something other than immediate orientation and relief, an individual may not always know exactly how to phrase the question they really want answered. The question “Where is Klickitat Point?” could be answered simply with directions, but the visitor may also want information about what can be seen at Klickitat Point.
Tone of Voice
Tone of voice can provide a sense of a visitor's attitude and intentions. Listening carefully to the pitch, tone, inflection, and volume can give a sense of where to go with the contacts.

Body Language
Below are some cues that may indicate that a visitor is interested:
- Angling or leaning their body towards you can show that they value what you’re saying.
- Arms that are open (to the side of the body or behind the back) show a willingness to engage.
- A person who remains still shows he or she is paying attention.
- Relaxed lips show comfort.

Below are some cues that may indicate that a visitor is not interested or disapproves:
- Stepping back, turning aside, or walking away indicates lack of interest.
- Crossed arms often indicate an attitude of disapproval or opposition.
- Tapping or fidgeting can communicate impatience or boredom.
- Agitated gestures may indicate disapproval.
- Avoiding eye contact may signal a lack of respect or interest.
- Pursing or twisting lips to the side might show that they are thinking or holding back a negative comment.
- Downward turns or flat lines indicate disapproval.
- Lips pressed together indicate tension.
- Yawning, hands in pockets, slouching, or looking away may indicate that the visitor is bored.
# QUALITY CUSTOMER SERVICE WORKSHEET

**Directions:** In the chart below, rate your own delivery of each component in customer service as either “pretty good” or “could improve.” Use the Customer Service section in your student manual if you need more information about each component. For each component in which you rate yourself as “pretty good,” describe your strengths. Be sure to include at least one specific thing you do that justifies your rating. For each component in which you rate yourself as “could improve,” describe your weaknesses. You should also include at least one specific thing you do that justifies your rating.

<table>
<thead>
<tr>
<th>Component</th>
<th>Rating (Pretty Good or Could Improve)</th>
<th>Strength/Weakness</th>
</tr>
</thead>
<tbody>
<tr>
<td>Professional Image</td>
<td></td>
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<tr>
<td>Courteous</td>
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<tr>
<td>Helpful</td>
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<td>Knowledgeable</td>
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<td>Neutral</td>
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<td>Objective</td>
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<tr>
<td>Patient</td>
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<tr>
<td>Component</td>
<td>Rating (Pretty Good or Could Improve)</td>
<td>Strength/Weakness</td>
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<tr>
<td>Safe</td>
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<tr>
<td>Body Language Skills</td>
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<tr>
<td>Conflict Resolution</td>
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<tr>
<td>Listening Skills</td>
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<tr>
<td>Verbal Skills</td>
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</tbody>
</table>
## KNOW YOUR SITE WORKSHEET

**Directions:** In this activity you will be identifying and preparing potential answers for the questions you and your staff hear most often during your informal visitor contacts.

1. Develop a list of at least six frequently asked questions at your site.
2. Write answers to those questions.
3. Identify ways you can help your staff answer these questions more effectively.

<table>
<thead>
<tr>
<th>Question</th>
<th>Answer</th>
<th>Method to Help Staff Answer Question Effectively</th>
</tr>
</thead>
<tbody>
<tr>
<td>Example: How do I get back to the highway from here?</td>
<td>Example: Go to the stop sign, turn left, drive about three miles, and make a right at the ranger station. Highway is about two miles straight ahead.</td>
<td>Example: Provide maps to staff to carry with them as they work in the park; provide orientation training about local roads and travel.</td>
</tr>
</tbody>
</table>
INFORMAL VISITOR CONTACT SCENARIOS

Directions: In this activity your staff can practice identifying and reacting to verbal and non-verbal cues.

1. Have groups of three role-play informal visitor contact scenarios.
2. One serves as visitor, one serves as employee, and one serves as note-taker.
3. Be sure the visitors provide non-verbal cues that help reveal their state of mind. Employees should act as if in a real informal visitor contact and do their best to read and react to visitor cues and provide for the visitor’s needs.

Example scenarios:

In this role-playing activity you will be a visitor to a National or State Park. Take a moment to read the scenario and think about what cues (verbal and non-verbal) you can give to the DNC employee during this informal visitor contact to help her or him meet your needs.

It is 1:40 p.m. You have just arrived at the site. You want to find a place to walk your dog before he has an accident in your camper. You are anxious about quickly finding a good spot to take him so that you can put him back in your camper and catch the 2 p.m. tour. Approach the employee and ask where you can walk your dog.
In this role-playing activity you will be a visitor to a National or State Park. Take a moment to read the scenario and think about what cues (verbal and non-verbal) you can give to the DNC employee during this informal visitor contact to help her or him meet your needs.

You like to collect things and on your hike you found what looks like an arrowhead. It would be a perfect addition to your collection but it would be helpful to know what it is and who may have made it. Approach the employee and ask if what you’ve found is an arrowhead.

In this role-playing activity you will be a visitor to a National or State Park. Take a moment to read the scenario and think about what cues (verbal and non-verbal) you can give to the DNC employee during this informal visitor contact to help her or him meet your needs.

You’re halfway through a week-long stay at this site and have run out of things to do. As you’re wandering up to the bath house, in no particular hurry, you see a uniformed employee. Approach the person and ask what there is to do around here.
In this role-playing activity you will be a visitor to a National or State Park. Take a moment to read the scenario and think about what cues (verbal and non-verbal) you can give to the DNC employee during this informal visitor contact to help her or him meet your needs.

Although you haven’t necessarily come to this site to see birds, you are an avid birder and take any chance you can to see new species. You think you might have just caught a glimpse of a bird you have never seen before and didn’t expect to see here. You really want to identify it and learn more about why it would be here. Approach the employee and ask if there is a bird list for the site.

Debrief

- Ask note takers to share what happened in their groups/what they witnessed.
- Ask “employees” which visitor cues they saw. Ask class whether they witnessed any other cues.
- Have “visitors” explain which cues they were attempting to portray and ask them to read the scenario to the class.
COMMUNICATION AND LEADERSHIP IN WORKING WITH PARKS AND PUBLIC LANDS AGENCIES

OBJECTIVES: At the end of this session, students should be able to:
- Describe DNC’s role of working with parks and public lands agencies.
- Define partnership arrangements in Parks and Resorts including cooperation with nonprofit organizations, volunteer fundraising, sponsor organizations, and others.
- Understand the legal and business practices that guide and facilitate partnerships.
- State the seminal differences between managing and leading and the situations where each is appropriate, necessary, and/or desirable.
- Demonstrate appropriate selection of leadership approaches in simulations and case studies using leadership frameworks for stewardship, leading change, leading people, and building coalitions.
LEADERSHIP, PARTNERSHIPS, AND PUBLIC LANDS

Partnerships are relatively new to managing parks and public lands in some ways, and as old as Central Park in others. The demand for services from the public, search for innovation, influence of intersecting friends groups, demand for accountability, and the complexity of the 21st century have created a future where parks and public lands are more interdependent and interconnected as they address customer and market forces.

As resources, mission, and functions are shared between partners, an increase in complexity is inevitable. Finding solutions to the complicated and complex approaches to partnerships in public lands requires an understanding of all of the following: the general framework for effective partnerships, the limited framework for partnerships available to public agencies, and leadership for 21st-century partnerships.

General Partnership Frameworks

Partnerships have evolved among government, for-profit, and nonprofit organizations over many years in response to the relaxation of rules, regulations, and requirements of government. In parks and public lands, these types of relationships have been a part of doing business since the inception of public parks and in fact were critical components of the formation of parks and public lands, particularly in the federal sector. Documentation exists that clearly demonstrates that parks, public lands, resorts, and concessions were all considered synonymously or in co-existence in legislation to create these protected areas.

The term partnership is now a generalized term that is used to describe agreements, cooperative ventures, memorandums of understanding (or agreements), joint ventures, collaborations, coalitions, and other working arrangements. In reality the term also describes the juncture of labor, money, information, services, and mission alignment among a host of organizations working in public lands today. Those partnerships that are most enduring also include a high level of intimacy, trust, and flexibility between the partners.

By definition, partnerships include five elements:

1. Voluntary participation
2. Two or more parties contributing a wide variety of resources
3. Common, or at least compatible, goals
4. Ongoing and close relationships among the partners
5. Openness in working together in the future


Benefits of Partnerships
Partnerships have many benefits that make them valuable and worth the efforts put forth by agency personnel, nonprofit leaders, and for-profit organizations. These benefits help to inform the framework for cooperation and, of course, are the fundamental reasons the partnership exists in the first place. A knowledge of these benefits helps to explain the motives of public land agency managers and nonprofit organizations, as well as suggest possible ways in which for-profit organizations like Delaware North Companies Parks and Resorts can enter into partnerships.

Shared Resources
• Stretching and adding additional resources to a service in order to maintain, expand, or enhance services.
• Staff, facilities, equipment, and financial resources are examples of shared resources that can be useful in partnerships.

Organization Efficiency
• Helping to make organizations more efficient through partnerships is generally an ideal win-win arrangement that maintains, and perhaps expands, services.
• Reducing duplication of services and streamlining operations or organization staffing help to make these partnerships viable.

Credibility - Visibility
• When two or more organizations work together, they are often perceived positively by the public and other organizations and share expertise that can add to increased credibility.
• Enhancing inter-organizational relationships and increasing organization visibility and credibility benefit most partnerships.

Networking
• Creating a viable and real context for individuals from different organizations who share the same or related missions allows for information exchange and increasing group expertise.
• Developing positive relationships, opportunities to work collaboratively, professional and personal growth opportunities, and community building are the primary benefits in this category.
Public Agency (NPS) Frameworks

Limitations on the partnership frameworks exist for public land management agencies by the nature of the legislation, policies, and rules that govern these public agencies. In addition, the oversight and accountability requirements for public agencies like the NPS make it challenging to successfully partner with for-profit and nonprofit organizations. In looking at these frameworks, a number of important pieces of information are required: 1) NPS guidance to bureau staff, 2) accountability reports, and 3) research regarding these public partnership approaches.

NPS Guidance

Successful partnerships require up-front work to fully explore the suitability and feasibility of fulfilling a need through shared effort. A partnership may be appropriate when two or more organizations have complementary missions, when they share a common view of a particular issue, when they can bring different resources to the table, and when these resources are critical for achieving the goal. A partnership may also be warranted when a goal can only be reached through collaborative action and when the partners are truly committed to the goal. The following ten principles provide a basis for development and use of the NPS approach to partnerships:

1. Partnerships are an integral and essential means for the NPS to accomplish its work.
2. The NPS approach to fulfilling park and program needs is evolving from emphasizing self-reliance to one that relies heavily on the agency convening and facilitating the assistance of a myriad of partners. The benefits to be gained from such an approach require a willingness to share decision-making by NPS and its partners.
3. Partnerships are not for every task, and they will not work if used incorrectly or inappropriately. The agency should be proactive in defining and pursuing needs that can best be achieved through partnerships.
4. Partnerships work best when they are based on community, commitment, stewardship, shared action, excellence, and sustainability.
5. The agency needs a flexible framework by which to conceive and increase opportunities for stewardship and shared action.
6. Increases in the productivity and results of partnerships are best achieved through a process that creates and builds strong and long-lasting collaborative relationships with a full array of stakeholders.
7. Connecting public awareness of agency needs with the identification of opportunities for stewardship to fulfill these needs forms the foundation for partnerships that augment and leverage the capacity to achieve the missions of NPS and its partners.
8. Building better partnerships is dependent upon the extent to which NPS employees are proficient in key collaborative skills and have access to a variety of necessary tools.
9. In building common understanding and relationships that lead to partnerships, the NPS seeks to:
focus on interests, not positions  
create opportunities for mutual gain  
generate a variety of possibilities before deciding what activities to undertake  
understand the perspectives of all partners and other stakeholders

10. Successful collaborative relationships require:
  - trust  
  - mutual respect for the views of each partner  
  - clarity of purpose and common ground  
  - flexibility and the willingness to consider a range of options  
  - the right people to be at the table  
  - open and direct communication  
  - time, patience, and commitment to building partner relationships  
  - resources and support for carrying out the work  
  - a willingness on the part of all parties to share an appropriate degree of control and decision-making

Source: National Park Service: A Partnership Guidebook, July 2006

Accountability Reports
The 2003 Government Accountability Office (GAO) report focuses on nonprofit organizations, which it indicates became increasingly significant sources of financial support in the 1990s and 2000s. This assertion of nonprofits' financial role with the NPS is repeated in many other documents found in this review. The 2003 GAO report examines possible conflict between the NPS's for-profit partners (e.g., concessioners) and its nonprofit partners, particularly cooperating associations. This conflict centers on three issues:
  - Increasing reliance of parks on funds raised by nonprofit partners  
  - A perceived lack of transparency and consistency by park managers in their decisions on what cooperating associations can provide in a park, and  
  - The financial incentive (i.e., promise of a larger share of revenue) to favor nonprofit service providers over for-profit concessioners.

The 2003 GAO report calls for clearer guidelines for the roles of nonprofit and for-profit partners to eliminate transparency and consistency issues. This report does acknowledge the benefits of working with nonprofit organizations to help NPS operations. It concludes by recommending that the NPS develop and maintain an accurate and up-to-date list of friends groups on a park-by-park basis and require the groups to report key financial information on a park-by-park basis.

A 2009 GAO report examines how donations and partnerships support the NPS, what policies the NPS uses to manage donations, how effective the policies are, and what the NPS could do to enhance partnership donation management. From 1999-2008, the GAO found that the NPS received on average
just under $30 million per year in cash donations and additional in-kind donations (such as volunteer hours and artifacts). The report then breaks down types of partners into cooperative associations, friends groups, and corporations. Such large sums of money, time, and artifacts caused Congress and others to raise concerns about undue influence that could be exercised by donors in order to secure future contributions and the possible commercialization of the parks in general. The GAO reports that NPS policies regarding donations fit well with its mission; however, parks do not always follow these policies. Gaps in the partnership construction process and weaknesses in the donations and fundraising policy hinder their effectiveness in protecting the NPS from risks that may accompany donations. Often, parks fell short of conforming to policies because park officials did not understand that the requirements or documents associated with them took so long to complete that partners would begin fundraising before they were fulfilled. Delays in documentation can be linked to insufficient staffing at the regional solicitor’s office and a lack of personnel dedicated to partnerships and philanthropy. Non-profit Partnerships in the National Park Service (2007), a master's thesis examining partnerships, similarly notes that a lack of staffing is detrimental to the NPS’s partnership goals. Dedicated staffing for partners and philanthropy is also one of the main recommendations found in Growing Philanthropy in the United States (2011). Both of these works will be reviewed in following sections. Delays also were attributed to the excessive documentation required of established partners with proven track records of success.

Monitoring partnerships is an issue because it is done on an ad hoc basis, meaning that the NPS lacks assurance that policies are being applied appropriately. Donations of $5 million, which require Director review, are tracked reasonably well. Donations under $5 million, however, are not tracked as effectively. Servicewide, all seven regions do not have a systematic process for monitoring policy conformance for donations under $5 million. As it currently stands, however, monitoring is claimed by superintendents to be too burdensome. Reconciling this discrepancy is needed for progress to be made. The GAO then calls for a more strategic approach to philanthropy to ensure a long-range vision for where the money will go.

The GAO provides recommendations to address some of the issues it identified. It calls for the NPS to create a better understanding between its own culture and that of its partner organizations. Creating this understanding would strengthen working relationships and lead to future endeavors. The GAO states that the partners need to see that the NPS values them and how they fit with the mission of the NPS. Growing Philanthropy in the United States claims that creating this sort of understanding is vital to strengthening partner relations and increasing philanthropic donations. The GAO also states that the NPS must move away from a reactionary approach to partners and instead develop plans for the future to provide guidance, ensuring that parks approach partners and philanthropy in a unified manner.

Research on Public Partnership Approaches
Research out of Clemson University looked at the growing practice of forging partnerships between public agencies and private corporations in order to meet public needs in the face of diminishing public funds. The researcher surveyed National Park Service (NPS) employees in order to gather data regarding their experience of and attitudes toward public-private partnerships. Overall, the study
found that the majority of these employees had some experience with partnerships and held positive attitudes toward them. In the discussion, the most significant finding reported was that holding a positive attitude toward partnerships was the strongest predictor of an intention to engage in partnerships.

Additional research examined theories on government-nonprofit partnerships and data gathered from parks in the Northeast Region of the NPS in order to recommend strategic objective and operational changes in the way that the Northeast Region of the NPS approaches park-nonprofit partnerships. The research found that several challenges affect partnerships between nonprofits and the Northeast Region. The complexity of NPS partnership policies was a significant obstacle for partnership, something the researcher claimed can be fixed through comprehensive communications and training for parks and partners. Other recommendations for change include integration of NPS partnerships and civic engagement, structured partnership evaluation, educational workshops, and the addition of employees with field experience to the Partnership Office.


### Partnership and Personal Characteristics

Although successful partnerships between organizations are often the result of many factors, what is clear is that those that are most productive and successful have five important shared characteristics.

#### Table 1: Five Shared Characteristics of Successful Partnerships

<table>
<thead>
<tr>
<th>Characteristic</th>
<th>Discussion</th>
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<tbody>
<tr>
<td><strong>Personal</strong></td>
<td>Partnerships are implemented at a personal level. Group commitment to mission is important but powerful and facilitative leadership is essential for success.</td>
</tr>
<tr>
<td><strong>Interpersonal</strong></td>
<td>Interactions between individuals drive good partnerships. Personal integrity, communication, mutual learning, and sharing are essential leadership skills for quality partnerships.</td>
</tr>
<tr>
<td><strong>Organizational</strong></td>
<td>Values that support organizations’ commitment, including staff empowerment and assignment, office space, and travel, are important characteristics of good partnerships.</td>
</tr>
<tr>
<td><strong>Operational</strong></td>
<td>A commitment to effective planning, joint purpose, values, and goals through partnership interactions is essential, as is continuous communication, to effective partnerships.</td>
</tr>
<tr>
<td><strong>Alignment</strong></td>
<td>Compatibility and an understanding of partner missions are essential approaches to high-quality and lasting partnerships. This leads to a reduction in territoriality, anxiety, and lack of trust, while simultaneously supporting continuity in planning and an equal distribution of benefits/costs in the partnership.</td>
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</table>
Leading Partnerships

Leading partnerships is a complex and ever-changing role for those organizations that commit to creating effective and continuing partnerships. The complexity of partnering for the benefit of parks, recreation, and protected areas is filled with “counter-intuitive,” oppositional factors that pit access, enjoyment, and recreation against protection of resources, protection of the public trust, and accountability requirements. To lead in this arena requires a new level of leading: one with a focus on common good and shared outcomes.

While working toward partnerships, a framework for leadership that considers many different factors is necessary to recognize the related but slightly different goals each partner may bring to the collaborative effort. Generally, six factors are found to come into play in leading partnerships that are effective and sustainable.

Partnership Leader Framework
Systems Thinking

Mental Models

Building Shared Vision

Team Learning

Leader’s New Role
The future of the National Park Service rests in how well we organize to get the greater community involved in accomplishing our mission.

The National Park Service needs the help—money, volunteers, services, equipment, etc.—over and above our appropriated dollars. There simply are not sufficient appropriated funds in park budgets to run our parks. In some cases, we have less than half of what we need.

Having "friends" is important to ensure that our constituents support the initiatives that are important to our parks. The greater the visibility and involvement of the community, the louder our voice to respond to the political forces that affect our initiatives and agency budgets. Having a diverse group allows our perspective to be voiced in forums that make decisions affecting parks. Partnering needs to be seen as a critical part of our business. People give to what they believe in.

Cooperating associations, friends groups, and fundraising organizations, including the National Park Foundation, have an obligation to serve the public good. Having that as their goal places each of these organizations squarely in the public participation arena. This is precisely what Congress intended when it created the tax exemption for groups that would, by their activities, "relieve the burden from government" for achieving certain public goals.

According to the National Park Foundation, more than 150 park friends groups, ranging from membership organizations to board-driven fundraising groups, are in our national parks. Although friends groups vary in size and mission, they all support a specific national park through activities that may include fundraising, volunteerism, resource protection and preservation, education, and research.

Cooperating associations are private nonprofit corporations established under state law. They support the educational, scientific, historical, and interpretive activities of the National Park Service in a variety of ways under the provisions of formal agreements with the Service. For many years, these associations have been among the Service’s most effective supporters. Cooperating associations have a long history of enhancing and supporting the educational and interpretive role of the national parks in meaningful ways, including raising funds for interpretive, educational, or related projects that help visitors better understand and appreciate park resources or the National Park System. They may also accept and pass on to the NPS donations for special, visitor-related educational or interpretive program activities and events.
Friends groups and park-specific foundations play an increasingly vital role in supporting the NPS mission. In addition to providing volunteer and community support for individual parks, these organizations often undertake fundraising projects and substantial capital campaigns to benefit the park area they support.

The National Park Service welcomes and encourages support from the private sector to supplement public funds appropriated by Congress. Donations come to the NPS from individuals, organizations, foundations, corporations, businesses, and other entities purely as expressions of support, in response to the donor’s awareness of needs, or as a result of organized fundraising campaigns by others that benefit the NPS. Private sector funds and in-kind contributions enhance the NPS's ability to carry out its programs and activities.

The NPS recognizes and appreciates the efforts of nonprofit support organizations such as friends groups, cooperating associations, the National Park Foundation, and park-specific foundations that are willing and able to fundraise for national park units and programs. In addition to these nonprofit support organizations, occasionally it may be appropriate to authorize another entity (an individual, corporation, business, or other organizational entity) to raise money to benefit the NPS. To aid the NPS in its mission, Congress chartered the National Park Foundation and authorized it to both accept and solicit donations benefiting the NPS. The Park Foundation is unique among NPS fundraising partners since it is the only organization established by Congress explicitly to encourage and accept private sector support for the National Park Service and the National Park System. The NPS recognizes the NPF as its official, national, nonprofit fundraising partner. The NPF provides support through grants to parks, manages restricted funds on behalf of individual parks, provides technical assistance and advice to local fundraising efforts, and actively raises funds for parks and programs. In addition to the NPF, the Congress has, from time to time, recognized other entities as the fundraising organization for specific units of the National Park System.
## Double Entry Journal

<table>
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<tr>
<th>New Information</th>
<th>Your Reaction</th>
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Adapted from material provided by National Park Service staff and distributed through the NPS Partnerships Office.

**Location**

Rosie the Riveter World War II/Home Front National Historical Park consists of multiple sites in Richmond, California, on San Francisco Bay and includes more than 150 acres.

**Description**

On November 11, 2003, the Ford Motor Company (Ford), the National Park Service (NPS), and the National Park Foundation (NPF) launched a partnership to support the Rosie the Riveter World War II/Home Front National Historical Park in a nationwide effort to collect stories, authentic artifacts, and personal histories from living "Rosies," their families, and all the men and women who joined the World War II home front effort.

Ford, a Proud Partner of the National Park Foundation, supported the effort through an initial $50,000 grant and a subsequent grant of an additional $15,000 to the park. The funds are being used to collect stories and artifacts from those who contributed to the U.S. war effort at home, which will be used in park exhibits and other educational materials. The company also launched an advertising campaign through their ad firm that included a five-page advertorial in *Time Magazine*, and advertisements in *USA Today, Readers Digest, O Magazine, Ladies Home Journal, and Better Homes and Gardens*. Ford sponsored a public service advertisement that aired frequently on television, with historic footage of Rosies at work, and in the background the song "Rosie the Riveter."

The response to the advertising campaign was overwhelming. Over 8,000 Rosies or their family members responded with stories. Rosies called, emailed, and wrote the park as well as submitted their stories on the Ford web site (Ford.com/go/Rosie). Following their initial contact with the Rosies, a nine-page packet was sent to them. The packet included a sheet outlining their history, questions meant to inspire their memories, an artifact donation sheet, and briefing sheets on the National Park Foundation, Ford, and the Rosie the Riveter World War II/Home Front National Historical Park.
As the return packages came in, the archiving and cataloging became a major project. The park’s authorizing legislation requires that a distance learning center be established for the park, so digitization of the stories and artifacts and oral histories will be a major future endeavor.

From this collection of stories, oral history candidates will be selected and interviewed as part of an ongoing project with the University of California at Berkeley’s Regional Oral History Office, where the oral histories of Rosies who live in the San Francisco Bay area are being recorded. The project is a partnership between UC Berkeley, the City of Richmond, the NPS, and the California Coastal Conservancy, which funded the first phase of the project. About 50 videotaped stories will be produced from this initial round, including printed transcripts and digitized tapes.

Rosie the Riveter/World War II Home Front National Historical Park in Richmond, CA, was established in October, 2000, to preserve the national stories, sites, structures, and areas located in Richmond, CA, that are associated with the citizen, industrial, and governmental effort that contributed to victory in World War II and changed America. Among its historic structures are Kaiser’s Shipyard 3: the Kaiser Field Hospital and first aid station, two child development centers, a Victory Ship, and an Albert Kahn-designed Ford plant that assembled jeeps and prepared tanks for shipment overseas. The stories and artifacts collected through this initiative will be incorporated into future exhibits, research centers, and historic records, to bring to life the stories of those who came together on the Home Front to win World War II.

List of Partners and Relationships
Ford Motor Company, the National Park Foundation, the City of Richmond, and the National Park Service.

Accomplishments to Date
Over 8,000 Rosies responded to the call, with about 6,000 stories collected. About 3,000 have been entered in the park’s data base. Over 100 artifacts/memorabilia have been collected.

Key Success Factors
- Unflagging efforts of the National Park Foundation to make this work.
- Cooperation and constant communication between the partners.
- National Park Service, NPF, and Ford management stepping up to fund and provide services to meet the needs of the program when response overwhelmed park resources. NPF and Ford taking over the phone calls in a call center allowed this program to finally work.

Frustrations
One frustration was trying to get the program to deal with all home front participants, not just Rosies. Review times for materials going out to the public were short; sometimes those materials were not seen at all until they were published. The website got a lot of review, but the TV ad wasn’t seen at all by the NPS until it was broadcasted. Another frustration was getting Ford’s public relations firm to understand how much time and effort had to go into dealing with Rosies. It took a while for Ford and NPF to understand the impacts of the program on limited park staff and to agree on messages that met both the advertising needs of Ford and the needs and objectives of the NPS and the park.

Source: http://www.nps.gov/partnerships/rosie_the_riveter.htm
CASE STUDY #2: LIGHTING THE JEFFERSON MEMORIAL

Adapted from material provided by National Park Service staff and distributed through the NPS Partnerships Office.

Location
The Thomas Jefferson Memorial is situated at the south edge of the Tidal Basin, south of the White House in Washington, D.C.

Description
OSRAM SYLVANIA joined the National Park Service in the relighting of the exterior and portions of the interior of the Thomas Jefferson Memorial, one of Washington's most recognized landmarks and an icon of our democracy. OSRAM SYLVANIA, a subsidiary of Siemens Corporation, is the North American division of the world's second-largest lamp and materials manufacturer. The National Park Foundation provided support throughout the project.

The project resulted in an energy savings of 80% and now uses 20% fewer fixtures and provides lighting to over 30% more area. It also provides residents and visitors with enhanced viewing of the structure, its classical architecture, and the monumental sculpture of Thomas Jefferson. The project also marked the 100th anniversary of OSRAM SYLVANIA and the 200th anniversary of the inauguration of the nation's third president.

The state-of-the-art legacy of light gift, estimated in excess of $900,000, was the vision of now-retired OSRAM SYLVANIA President Dean Langford. Langford, also co-chairman of the Alliance to Save Energy, was seeking a high-profile project to commemorate the company's 100th birthday in 2001. Fellow members of the Alliance suggested talking with the National Park Service and National Park Foundation to renovate the outdated lighting of the Jefferson Memorial. The project was completed and presented to the public on October 23, 2001.

Following design approvals by the National Park Service, as well as by the Commission of Fine Arts in Washington, D.C., OSRAM SYLVANIA worked from July to early September 2001 to create long-life, high-efficiency light sources for the memorial, which first opened to the public in 1943.
The previous lighting was installed 35 years prior. Installation of the lighting system was complete in 60 days. Four areas were illuminated for the first time: the memorial stairs, the pediment, the interior dome, and the interior dome text frieze. The frieze, which encircles the interior of the dome at its base, is illuminated by 17,000 light-emitting diodes (LEDs), demonstrating cutting-edge technology with energy savings and long life.

In addition, the lighting design enhances public safety, preserves the historic cultural landscape, and highlights the numerous architectural features of the memorial. The computerized lighting control system decreases maintenance and operating costs while increasing system sustainability.

**List of Partners and Relationships**
OSRAM SYLVANIA, the National Park Foundation, and the National Park Service.

**Accomplishments to Date**
Significantly enhanced historic icon while substantially improving energy efficiency, public safety, and the National Park Service's ability to sustain the memorial.

**Key Success Factors**
The NPS and OSRAM SYLVANIA had shared goals and worked collaboratively to reach them. Both OSRAM SYLVANIA and the NPS dedicated significant amounts of senior and executive staff time.

**Frustrations**
No frustrations—the partners were wonderfully patient with our process and the approvals that were required.

Source: http://www.nps.gov/partnerships/lighting_jefferson_memorial.htm
CASE STUDY #3: PROJECT MANAGEMENT FOR GETTYSBURG

Adapted from material provided by National Park Service staff and distributed through the NPS Partnerships Office.

Location
Gettysburg National Military Park, located in Adams County, Pennsylvania, is comprised of 5,990 acres.

Description
Established in 1989, the Friends of the National Parks at Gettysburg (the Friends) is a 501(C)(3) non-profit whose mission is to support, protect, and enhance the resources associated with the National Parks at Gettysburg, the Battle of Gettysburg, and the Eisenhower Farm. The organization of 24,000 members, nationwide, has traditionally raised money for land and artifact acquisition, landscape rehabilitation, monument restoration, and interpretive and education programs. They also assist Gettysburg National Military Park through 3,000 volunteer hours per year. In recent years, the average annual value of their donated cash, goods, and services is estimated to be around $1 million.

Over time, as the Friends continued to grow in strength and capabilities, park staff was increasingly unable to keep up with the pace of the Friend's fundraising and donations. To alleviate this concern, as well as to grow the Friends in a new direction, the Friends and the park decided to experiment with the concept of the Friends providing project management services to the park.

An opportunity to utilize these services presented itself in 2001, when the Friends proposed the removal and burial of existing public utility lines along a 3,800-foot corridor at the park and the removal of all existing poles not required for other existing utility services. Overhead utility lines were an intrusion to the historic first days' battle landscape as it appeared in 1863, and posed an obstruction to the visual interpretation of the battlefield.

The Friends raised the funds required for the project, $171,256, and directly managed the project. They coordinated the necessary work with the utility companies, Pennsylvania Department of Transportation, and the railroad; managed the archeological survey; prepared the construction documents; bid the job; selected the contractor; and supervised the actual contract. Park staff was responsible for advising and reviewing the Friends' project management, as appropriate, ultimately...
saving park staff considerable time. Other examples of Friends project management for the park include a project to replace rare books in the park archives.

List of Partners and Relationships

Accomplishments to Date
The underground utility project has been completed, which has resulted in a vastly improved historic landscape viewshed for park visitors.

Key Success Factors
The success of the project spawned an additional project in 2002-03 when the Friends oversaw the repairs to the park's Pennsylvania Monument. The state of Pennsylvania appropriated $1 million for much-needed structural repairs to the monument. The state of Pennsylvania transferred the funds to the Friends through a grant process, and the Friends provided cradle-to-grave project management for the repairs to the monument.

Frustrations
Some park staff had to learn to "let go" of their normal authority and/or responsibility.

Source: http://www.nps.gov/partnerships/gettysburg_ground_utils.htm
CASE STUDY #4: WILDCAM GRIZZLIES AT LAKE CLARK

Adapted from material provided by National Park Service staff and distributed through the NPS Partnerships Office.

Location
Lake Clark National Park and Preserve is in southern Alaska, west of Anchorage. The park is not on the road system and access is primarily by small aircraft.

Description
The WildCam Grizzlies project, Lake Clark National Park and Preserve, Port Alsworth, Alaska, grew out of an agreement between Lake Clark National Park and Preserve (LACL) and the Pratt Museum in Homer, Alaska, to share resources and work on mutually beneficial projects. When LACL opened its Homer field office in 2005, park staff contacted the museum to see if they had any interest in establishing a partnership to allow the park to use museum facilities for interpretive programs. Since LACL and the Pratt share a number of interpretive themes—including resource stewardship, natural history, and the living cultures of the Lower Cook Inlet region—it was agreed that the museum would provide a venue for LACL interpretive programming in exchange for interpretive support for their remote bear cam project. This agreement enabled LACL to respond to an opportunity that led to the expansion of the museum’s remote bear cam and the development of WildCam Grizzlies.

The WildCam Grizzlies project provides LACL with a powerful tool for educating people about brown bears and communicating the importance of brown bear conservation and stewardship by placing a remote camera at the McNeil River State Game Sanctuary, NNL, video-taping brown bear activity and transmitting the images for public viewing at the Pratt Museum. There are several places in Alaska where people can view coastal brown bears. However, the cost of traveling to remote locations where brown bears congregate is prohibitively expensive for many prospective visitors and their families. Wildcam Grizzlies has connected millions of virtual visitors—most of whom may never have an opportunity to see brown bears in the wild—with the McNeil River State Game Sanctuary. Even though people watch the bears by a remote camera, the experience has a sense of reality and immediacy that allows them to connect with the bears and develop an appreciation and understanding of these amazing animals.
The Pratt Museum and the National Geographic Wildcam Grizzlies website showed over 1,000 hours of live video of brown bears from the McNeil River State Game Sanctuary, NNL, during the summers of 2006 and 2007. Nearly 30,000 museum visitors and more than three million internet users remotely watched brown bears in real-time and interacted with an NPS interpreter who operated the camera and provided interpretive programs on brown bear behavior and natural history.

When LACL initiated its partnership with the Pratt in 2005, the museum had an existing remote video project with the McNeil River State Game Sanctuary that transmitted video of brown bears fishing for salmon at the McNeil River Falls to a museum viewing gallery. Since bear viewing is growing in popularity as a visitor activity in LACL, the park initially supported the remote video project by making a uniformed interpreter available to staff the webcam and interpret the video for museum visitors.

At the time, the McNeil video was a pixilated feed from a remote camera operated by researchers at a university in the Lower 48 and displayed on a computer monitor. Even with the limitations of poor quality video, it was clear that providing an opportunity for people to view brown bears from the museum was a potentially powerful tool for educating the public and promoting brown bear conservation. What was needed was some additional funding to upgrade the video equipment and install a remote camera that could be operated from the Pratt Museum. Since the McNeil State Game Sanctuary is designated a National Natural Landmark, LACL was able to submit proposals to the Alaska Coastal Marine Resources Grant and NPS Challenge Cost Share Programs and receive from them nearly $40,000 to implement improvements to the webcam project for the following year.

Shortly after receiving the grant awards in February 2006, the park responded to an email from Diana Maxwell, Partnership Director for the NPS Natural Resource Program Center, who inquired about webcam projects with partnership potential with National Geographic Media. LACL passed along the information about the McNeil webcam, and Diana Maxwell pitched the idea to National Geographic, and National Geographic became a major partner in the McNeil video project.

With the participation of National Geographic, the scope of the McNeil webcam project expanded and the potential for public education and outreach greatly increased. In addition to the direct video feed from the McNeil Sanctuary to the Pratt, National Geographic worked with its partner, RealNetworks, to stream the video onto the Internet where it could be viewed on a National Geographic webpage. Over the course of four months, LACL, the Pratt Museum, and National Geographic used their combined resources to upgrade the video to near broadcast quality; create a camera system to be remotely operated from the Pratt or the National Geographic offices in Washington, D.C.; and collaborate on the design and development of a website. By June 2006, the project was rebranded as WildCam Grizzlies and began streaming live video of brown bears at the McNeil State Game Sanctuary to both the Pratt Museum and the internet.

The Pratt Museum serves as the project coordinator for the WildCam Grizzlies project and handles the administration of grants and funds received from various sources. They host the direct video feed that can be viewed by visitors in the Pratt’s stewardship gallery. The National Park Service provides financial support for the project through the Alaska Coastal Marine Resources Grant and Challenge Cost Share
Programs, which makes it possible to have a uniformed interpreter operate the camera, answer bear-related questions, and present programs on brown bear behavior, biology, and conservation. National Geographic Media provides funding to transmit the streaming video to the internet and in-kind services including designing, hosting, and maintaining the WildCam Grizzlies website, hosting the WildCam Grizzlies blog, and providing a liaison with the blog community.

List of Partners and Relationships
Lake Clark National Park and Preserve, The Pratt Museum, State of Alaska Department of Fish and Game, and National Geographic Media

Accomplishments to Date
During the summers of 2006 and 2007, nearly 30,000 museum visitors and more than three million internet users remotely watched over 1,000 video hours of brown bears in real-time and interacted with an NPS interpreter who operated the camera and provided interpretive programs on brown bear behavior and natural history.

Key Success Factors
1. While each partner participates in the WildCam Grizzlies project for different reasons, there is a common commitment to providing a high-quality virtual bear-viewing experience for people who may never have an opportunity to visit Alaska and view brown bears in the wild.
2. Each partner has equal status. There is no dominant agency or organization controlling the direction or outcome of the program.
3. Flexibility of the partners - While the WildCam Grizzlies project involves formal agreements that outline each partner’s role and responsibility, the project design and implementation has been an organic process that required flexibility to respond to changing project and partner needs.
4. Mutual trust between the project partners.
5. Each organization has contributed the skills and expertise of their most capable and effective staff people.

Frustrations
The greatest frustration has been the amount of money necessary to fund the installation, maintenance, and removal of the remote webcam from the McNeil River site. In 2006 and again in 2007, LACL was successful in securing nearly $40,000 from the Challenge Cost Share and Alaska Coastal Marine Resources grant programs to help support the WildCam Grizzlies project, but the funding stream is not sustainable and new funding strategies are needed.
Another frustration is the challenge of operating and maintaining a webcam in a remote location without on-site staff. Whenever the camera goes down—whether due to gale force winds knocking out the antennae or curious bears chewing on the power cables—a technician has to be flown out to the McNeil Sanctuary by charter aircraft that can only land in the shallow bay during high tide and in good weather. This is extremely expensive, and it often means that the camera may be down for a few days until a technician can get to the site to make repairs.

Source: http://www.nps.gov/partnerships/wildcam_grizzlies.htm
CASE STUDY #5: ENHANCED TOURISM AT VALLEY FORGE

Adapted from material provided by National Park Service staff and distributed through the NPS Partnerships Office.

Location
Valley Forge National Historical Park, Pennsylvania, is in the western suburbs of Philadelphia.

Description
The NPS Interpretation and Education Program Business Plan sets a strategic direction for parks to leverage partnership relationships to increase NPS interpretation and education effectiveness and accountability. Over the past three years, Independence NHP and Valley Forge NHP (VAFO) developed a partnership with Historic Philadelphia, Inc.’s Once upon a Nation program to offer an engaging, entertaining experience at both parks. Once upon a Nation is an initiative of Historic Philadelphia, Inc. (HPI), a non-profit organization founded in 1994 by then-Mayor Edward G. Rendell. HPI oversees Once upon a Nation, the Betsy Ross House, and Franklin Square, and works closely with Historic District stakeholders and the hospitality community from the entire Greater Philadelphia Region to help build Philadelphia’s tourism industry into an economic growth engine. Through interpretation, interactive experiences, evening programming, Adventure Tours, and Franklin Square, Once upon a Nation enhances the tourist experience in Philadelphia, educates the visitor, and makes our nation’s history relevant to today.

In March 2006, HPI and VAFO entered into a partnership to bring visitors from Philadelphia’s Historic District to Valley Forge. The idea for the partnership with VAFO was based on the partnership that Historic Philadelphia, Inc., had begun with Independence NHP in 2005 and a long-held desire by community, tourism, and elected officials (most notably Governor Rendell) to link downtown Philadelphia and Valley Forge. In 2006, HPI and VAFO launched the Road to Valley Forge: Secrets & Spies heritage adventure tour, where visitors board a bus in Philadelphia and journey back in time to a top-secret mission led by an American spy. HPI and VAFO personnel staffed the tours and were full participants in script development.

Based on the positive response to the tour, HPI and VAFO expanded its efforts to include programming within Valley Forge NHP. In 2007, three Once upon a Nation storytelling benches were added to the park, along with the launch of the Valley Forge After Hours tour and the enhanced Story of Valley Forge
trolley tour. Expert storytellers informally interact with visitors in the landscape, sharing five-minute vignettes featuring the people, events, and context of the Revolutionary period. Stories are shared and visitors are invited to sit at the Once upon a Nation's signature benches. HPI staff lead the park’s 90-minute trolley tour three times a day, seven days a week, selling out for nearly every tour. The benches provided visitors with five-minute short stories and anecdotes about the Revolution and the Valley Forge Encampment. Through this partnership, Valley Forge has been excited to have the experienced and creative storytellers that complement the interpretive rangers of VAFO. Funding has been raised from a myriad of sources, including foundations, local corporations, and the Valley Forge Convention and Visitors Bureau. Approximately $75,000 per year is needed to sustain the program, and over $600,000 has been raised. It is anticipated that Once upon a Nation will continue at Valley Forge for at least another three to four years.

List of Partners and Relationships
Historic Philadelphia, Inc., Valley Forge NHP, and Independence NHP

Accomplishments to Date
- Training of Valley Forge National Historical Park staff at Historic Philadelphia, Inc.’s Benstitute, which involves an intensive three-week training program on historic interpretation and tourism.
- Installation of free storytelling benches in three locations within the park. Between June 16 and September 3, 2007, approximately 30,000 visitors experienced the inaugural Valley Forge storytelling benches.
- Development and staffing by Once upon a Nation of the Road to Valley Forge: Secrets and Spies tour that transports visitors from Independence National Historical Park in Philadelphia to Valley Forge National Historical Park and back.
- Development and staffing by Once upon a Nation of Valley Forge After Hours tour that invites visitors to travel back in time to 1778 to spend an evening with members of the Continental Army, Martha Washington, and General George Washington. The tour sold out virtually every week during the summer.

Key Success Factors
- Role VAFO staff played in establishing a successful partnership by participating in the script creation and providing final approval. Valley Forge provided park office space and assistance to HPI as stipulated in a General Agreement.
- The public relations and marketing opportunity for Once upon a Nation to reach a new audience and add visibility for both partner organizations.
- VAFO presented Once upon a Nation with a captive audience for interactive and interpretive programming.
Commitment to historic accuracy.
VAFO and HPI engagement of new funding sources near Valley Forge that were not familiar with the project.

**Frustrations**

- Scheduling and logistics presented a challenge for Once upon a Nation since the organization's headquarters are located in Philadelphia.
- Creating collaboration and having others interpret the story were new for many front line park staff. By the end of the summer many of the "turf issues" were dealt with in a positive manner through constant communication with the staff.
- A grievance was filed by the park's union concerning the partnership because many interpreters feared they would lose their jobs.

Source: http://www.nps.gov/partnerships/once_upon_nation.htm
FACILITY MANAGEMENT PRACTICES

OBJECTIVES: *At the end of this session, students should be able to:*

- Describe DNC’s role in the management of facilities on or near parks and public lands agencies, particularly as it applies to managing NPS-occupied assets.
- Describe basic facility management concepts and practices:
  - Life Cycle Management
  - Coordinating maintenance activities in facilities
  - Inventory and prioritization of assets
NPS Facility Management Glossary

10.2.6.3 Maintenance
Concession contracts will require concessioners to be responsible for all maintenance and repair of facilities, lands, and utility systems assigned for their use, in accordance with standards acceptable to the Service. Exceptions will be made only in extraordinary circumstances, as determined by the Director. All concession contracts must include a current maintenance plan as specified in the concession contract. Maintenance plans are an exhibit to the concession contract and will be considered an integral part of a concessioner’s contractual performance compliance.

Maintenance of historic properties and cultural landscapes will be carried out in a manner consistent with applicable provisions of the Secretary of the Interior’s Standards and Guidelines for Archeology and Historic Preservation.

Accountability
Accountability is the obligation to report, explain, or justify your actions to primary stakeholders. For the NPS, primary stakeholders include the following: citizens, including the general public, visitors, and NPS employees; the leadership of the NPS; the Department of the Interior; the Office of Management and Budget; Congress; and foundations, friends’ groups, and other partners.

Asset
Real or personal property that the NPS desires to track and manage as a distinct identifiable entity. It may be a physical structure or grouping of structures, land features, or other tangible property that has a specific service or function, such as a farm, cemetery, campground, marina, or sewage treatment plant. The term “asset” shall also be applied to movable items, such as vehicles and equipment. This includes all assets assigned to a concessioner under the terms of a concession contract.

Asset Management
A systematic process of maintaining, upgrading, and operating physical assets cost-effectively. It combines engineering principles with sound business practices and economic theory, and it provides tools to facilitate a more organized and logical approach to decision making, providing a framework for handling both short- and long-term planning. In short, the oversight of all NPS property or resources.

Asset Priority Index (API)
An asset evaluation process that quantifies the value of an asset in relation to the mission of the park. The API ranks assets according to a numeric rating system.

Current Replacement Value
Standard industry costs and engineering estimates of materials, supplies, and labor required to replace a facility at its existing size and functional capability. This cost includes current costs for planning/design, construction, and construction management. Concessions facilities, as do all NPS
facilities, adopt the CRV calculations only to factor FCI, and do not use it to determine insurance replacement values.

**Deferred Maintenance**
Maintenance that was not performed when it should have been or was scheduled but was put off or delayed. Continued deferment of maintenance will result in deficiencies. In practice, this means actions are required to correct existing deficiencies that are a result of unaccomplished past maintenance, repairs, and replacements. This DOES NOT include constructed asset deficiencies where there is non-compliance to codes (e.g., life safety, ADA, OSHA, environmental, etc.) and other regulatory or Executive Order compliance requirements. This includes engineering and/or contracted A&E services that support planning, design, and execution of deferred maintenance activities.

**Facility Management**
The planning, prioritizing, organizing, controlling, reporting, evaluation, and adjusting of facility use to support NPS activities based upon the visiting public’s facility needs and the Servicewide mission requirements.

**Stewardship (NPS)**
Stewardship and accountability are of fundamental importance to the NPS as it upholds its mission. Stewardship is defined in the Merriam-Webster dictionary as "the careful and responsible management of something entrusted to one's care." For the NPS, stewardship goes beyond merely accepting the ownership of an asset. To be a true steward of the asset, one must have the vision, resolve, experience, and expertise to ensure that the resources necessary to sustain the investment will be allocated effectively.

**Stewardship (DNC)**
Our standards and best management practices feature three key values to guide decision-making and help us achieve excellence:

- **Environment** - As the first U.S. hospitality company to register our environmental management system (EMS) to international ISO 14001 standards, we establish annual goals and implement improvements to minimize impacts from our operations.

- **Interpretation and Education** - We embrace and share the remarkable stories these Special Places offer to visitors and work to create an environment in which to know and appreciate them.

- **Asset Protection** - We display, protect, and preserve artifacts, historic and non-historic buildings, and other treasures of national and international significance and provide for appropriate visitor access and use of the assets that are under our care.
Total Cost of Facility Ownership
Costs associated with operating an asset over its full life cycle.

Asset Management Process
Enabling Legislation – Sequoia & Kings Canyon National Parks

Sequoia National Park was established on September 25th, 1890, although not yet an official national park, the legislation did set aside 75 square miles of the Sierran forest which included multiple sequoia groves. Included in the bill were instructions that required the secretary to "provide for the preservation from injury of all timber, mineral deposits, natural curiosities or wonders within said park, and their retention in their natural state." The "wanton destruction" of fish and game was to be prevented and leases of up to ten years were allowed for the "accommodation of visitors."

Park expansion continued through the early twentieth century. In October of 1890, Congress expanded Sequoia National Park’s boundary to include Giant Forest and its surroundings acreage. The park expanded further to include the Sierra Nevada crest during the mid-1920s. Throughout the mid-twentieth century park boundaries continued to change as land was acquired and exchanged.

In 1907, the Secretary of the Interior approved Mt. Whitney Company to construct a hydroelectric plant using power from the Kaweah River. The construction within park land required the construction of dams, several miles of flumes, and roads. In 1913, only six years after the original permit was authorized, the Secretary of the Interior extended the permit to 50 years. The lease expired in 1963 and was renewed under a direct order from Congress. It was renewed again in 1986 using a ten year lease period.

In 1987, all park segments of the Middle and South Fork of the Kings River and the North Fork of the Kern River were included The Wild and Scenic Rivers Act.

Most recently, Public Law 99-338 (December 2004) amends the previous law allowing the Secretary of the Interior to extend a permit for the SCE Kaweah (hydroelectric) Project for up to two ten-year periods. Additionally, an amendment to the National Parks and Recreation Act of 1978 removes end dates of permits for the cabins in Mineral King Valley.
Enabling Legislation – Yosemite National Park

The land that is now part of Yosemite National Park was originally protected by the state of California through the Yosemite Grant. The grant, authorized by the United States’ Congress in 1864, was intended to preserve the Yosemite Valley and Mariposa Big Tree Grove. The Yosemite Grant laid the groundwork for the emerging national park system, as it was the first time Congress authorized the preservation and protection of a specific tract of land.

In 1890, Congress set aside the land adjacent to the Yosemite Grant as reserved forest lands soon to be known as Yosemite National Park. In early 1905, the State of California re-granted Yosemite Valley and the Mariposa Big Tree Grove to the United States of America. By 1906, President Roosevelt signed into law the acceptance of the land receded by California expanding the borders of Yosemite National Park.

The park’s boundaries continued to expand until the 1960s. Along with border expansions, park management was authorized to “grant long-term leases with respect to lands in the El Portal administrative site adjacent to Yosemite National Park, California, and for other purposes.”

The 1980 General Management Plan states the park’s purpose is “preservation of the resources that contribute to Yosemite’s uniqueness and attractiveness... and to make the varied resources of Yosemite available to people for their individual enjoyment, education, and recreation.”
Yellowstone National Park, the nation’s first National Park, was established on March 1, 1872. Congress designated Yellowstone National Park as “a public park or pleasuring ground for the benefit and enjoyment of the people.” The park’s enabling legislation mandates the Secretary of the Interior to issue regulations to provide “preservation, from injury or spoliation, of all timber, mineral deposits, natural curiosities, or wonders, within the park, and their retention in their natural condition.”

Additionally, the park’s enabling legislation requires park management to develop visitor accommodations, construct roads and bridle trails, remove trespassers, and protect against excessive fishing and game hunting. Park management realized this would prove difficult without congressional funding, hence the Sundries Act of 1883 which appropriated money specifically for “the protection, preservation, and improvement” of the park. Over the course of the next century, Yellowstone saw an ebb and flow of congressional appropriations, creating heated debates.

The Hayes Act, approved in August 1894, allowed Yellowstone National Park to lease parcels of land to “any person, corporation, or company, for a period not exceeding ten years...and not in excess of ten acres”. This legislation stipulates the leases cannot include any geysers or “other objects of curiosity and interest in said park.” In 1978, further concessions-related legislation was enacted allowing the Secretary of the Interior to acquire and upgrade the concessions facilities owned by Yellowstone Park Company.

Yellowstone National Park’s boundaries changed in 1929 to include the Absaroka and Gallatin National Forests and further expanded in 1932.
Enabling Legislation – Grand Canyon National Park

Like many unique landscapes in the United States, the Grand Canyon faced difficulty in becoming a national park. Grand Canyon preservationists pushed for legislation to protect and preserve the canyon’s fragile ecosystem and beauty from corporate entity takeovers and local governments. The park was officially created on January 11, 1908 as a national monument, a designation not requiring Congress’s authority due to the Antiquities Act of 1906. President Roosevelt stated the canyon “is an object of unusual scientific interest, being the greatest eroded canyon in the United States, and it appears that the public interest would be promoted by reserving it as a National Monument.”

The park officially became a national park on February 26, 1919. The park’s enabling legislation states the park is to be set aside “for the benefit and enjoyment of the people.” Initially the park boundaries did not include entire canyon. Congress expanded the park boundaries recognizing, “that the entire Grand Canyon, from the mouth of the Paria River to the Grand Wash Cliffs, including tributary side canyons and surrounding plateaus, is a natural feature of national and international significance.”

The park’s most recent General Management Plan (2005) states the enabling legislation allows park management to “preserve and protect its natural and cultural resources and ecological processes, as well as its scenic, aesthetic, and scientific values... and provide opportunities for visitors to experience and understand the environmental interrelationships, resources, and values of the Grand Canyon without impairing the resources.”
Enabling Legislation – Olympic National Park

In June of 1938, President Franklin Roosevelt signed legislation establishing Olympic National Park. The legislation states Olympic National Park is to be “set apart as a public park for the benefit and enjoyment of the people.”

The document specifies the park’s purpose is to preserve the “finest sample of primeval forests of Sitka spruce, western hemlock, Douglas-fir, and western red cedar... to provide suitable winter range and permanent protection for the herds of native Roosevelt elk and other wildlife indigenous to the area; to conserve and render available to the people, for recreational use, this outstanding mountainous country, containing numerous glaciers and perpetual snow fields, and a portion of the surrounding verdant forests together with a narrow strip along the beautiful Washington coast.” Additionally, the legislation states “the rights reserved by treaty to the Indians of any tribe... shall not be affected by the establishment of the National Park.”

Olympic National Park includes over 900,000 acres of unique ecosystems including glacier-capped mountains, Pacific Ocean coastline, and old-growth and temperate rain forest. The original park legislation did not include the narrow strip of fragile Washington coastline. In 1986 Congress authorized the park to include this land, which included two national wildlife refuges. A law, passed in 1987, requires the U.S. Fish and Wildlife Services and the NPS to enter into a cooperative agreement stipulating the management roles of each agency.

In 1988, Congress designated approximately 95% (876,669 acres) of the park as wilderness, creating the Olympic Wilderness.
API AND FCI OVERVIEW

Asset Priority Index (API)

API Criteria
A park determines an asset's priority by completing an API worksheet for each of its assets. Each asset is ranked on four criteria:

Asset Status - An asset's status can be Operational, Operational/Obsoleterte, Planned, Excess, Inactive, or Removed. For example, an office building that is being used and meets functional requirements should be rated Operational. A restroom designed for use by 100 visitors a day that is now used by 1000, causing problems to the sewer system, should be rated Operational/Obsoleterte. Asset status does not contribute to the API, it is informational only.

Resource Preservation (natural and cultural) - The API worksheet rates each asset in terms of both natural and cultural resource preservation. The API score for this category is the higher of the following:
- Natural—the asset's direct contribution to the preservation of natural resource processes and systems.
- Cultural—the asset's value either as a cultural resource or in helping to maintain cultural resources.

Visitor Use - This criterion measures the potential number of visitors who may use the asset and the asset's role in creating a positive NPS experience for the visitor that includes education and recreation. Concession assets should rate high in this category if they are part of the visitor experience.

Park Operations - Park operations are necessary to care for resources and keep the park running. The API worksheet considers an asset's importance to day-to-day park management and employee satisfaction.

Asset Substitutability - The final consideration when calculating API is what the impact on the park and its mission would be if the asset had to be replaced. This measure, called substitutability, considers the uniqueness of the asset or the impact if the asset were lost or destroyed. The measure considers both the asset itself and the asset's purpose.

The criteria are distinct to ensure that each aspect of the asset is measured independently. As a result, most assets will not rate high in every category. Only a few assets will have an API of 100.
Assets with a higher API are considered to be high-priority assets. These assets will merit more resources than lower API assets. In other words, an asset with an API of 57 will receive more resources than an asset with an API of 20.

API Questionnaire Questions and Answers

*Resource Preservation-Total Score 20 points*

The Resource Preservation criterion is split into two sub-categories to ensure that assets that are either natural or cultural resources exclusively are given fair scoring. An asset may rate low in one sub-category, but high in the other. Ultimately, the asset is given a resource preservation score for whichever rating is higher. (Even though only one score is used, you must assign both a natural and cultural rating to each asset.)
### Question 2a - Natural Resource Preservation

<table>
<thead>
<tr>
<th>Category</th>
<th>Definition</th>
<th>Examples</th>
</tr>
</thead>
</table>
| **High**       | - Asset plays a direct role in an agency’s natural resource management programs/study of science and/or the ecosystem within a park area. | - Access Trail to Stream Flow Gauging Station  
- Meteorological Instrument Shelter/Anemometer Tower  
- Air Quality Monitoring Station  
- Research Learning Center (predominate use)  
- Bearproof Refuse Transfer Station  
- Backcountry Cache  
- Groundwater Monitoring Well |
| **Medium**     | - Asset indirectly supports natural resource protection/programs in the park,  
- Or asset that limits the impact of recreation use on a natural resource.  
  - Where the threats from a user can degrade a unique, endangered, or rare asset, and the restoration and recovery efforts are extensive/impossible. | - User Information Station  
- Boathouse used predominately for Natural Resource purposes  
- Elevated boardwalk over sensitive habitat  
- Trail and trail bridges that protect unique or endangered natural resources  
- Hazmat storage building  
- Wastewater system |
| **Low**        | - Asset that limits the impact of users on a natural resource.  
  - Where threats from users can cause limited degradation to a resource that is important to the park or the region, and limited restoration operations will be required. | - Park road bridge  
- Trail Bridge  
- Campground  
- Trail and trail bridges that limit resource damage other than unique or endangered natural resources  
- Maintenance shops |
| **None**       | - Asset that has no direct or indirect relationship to natural resource preservation as indicated in previous options. | - |
### Question 2b - Cultural Resource Preservation

<table>
<thead>
<tr>
<th>High (20 Points)</th>
<th>Definition</th>
<th>Examples</th>
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</thead>
<tbody>
<tr>
<td></td>
<td>• Asset’s preservation is specifically legislated.</td>
<td>• Trail that is a significant cultural resource, such as an historic trade route</td>
</tr>
<tr>
<td></td>
<td>• Asset contributes to the agency’s state, county, or local significance.</td>
<td>• A stand-alone museum collections storage building</td>
</tr>
<tr>
<td></td>
<td>• Asset is a prehistoric asset.</td>
<td></td>
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<td></td>
<td>• OR asset directly supports cultural resource preservation and protection.</td>
<td></td>
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<table>
<thead>
<tr>
<th>Medium (12 Points)</th>
<th>Definition</th>
<th>Examples</th>
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</thead>
<tbody>
<tr>
<td></td>
<td>• Asset indirectly supports cultural resource preservation and protection.</td>
<td>• Historic buildings in a historic district in a park</td>
</tr>
<tr>
<td></td>
<td>• Asset that limits the impact of users on a cultural resource.</td>
<td>• A building housing a park’s museum collection</td>
</tr>
<tr>
<td></td>
<td>• Where the threats from users can degrade a unique, endangered, or rare asset, and the restoration and recovery efforts are extensive/impossible.</td>
<td>• Trail or trail bridge in an area as described within the definition</td>
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<table>
<thead>
<tr>
<th>Low (7 Points)</th>
<th>Definition</th>
<th>Examples</th>
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<tbody>
<tr>
<td></td>
<td>• Asset is of state or local significance and meets the National Register criteria individually or as a contributing element of a site or district, but because of location or other factors does not qualify for Medium,</td>
<td>• Reconstructed fort in a national historic site</td>
</tr>
<tr>
<td></td>
<td>• OR asset does not meet the National Register criteria, but a decision has been reached through the park planning process to manage users on a cultural resource</td>
<td>• Reconstructed presidential home in a national historic site</td>
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<td></td>
<td>• Where threats from users can cause limited degradation to a resource that is important to the park or the region, and limited restoration operations will be required.</td>
<td>• Relocated cabin in a park</td>
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<td></td>
<td></td>
<td>• Trail or trail bridge in an area as described within the definition</td>
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<td></td>
<td></td>
<td>• Maintenance shops</td>
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<thead>
<tr>
<th>None (0 Points)</th>
<th>Definition</th>
<th></th>
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<tbody>
<tr>
<td></td>
<td>• Asset that has no direct or indirect relationship to cultural resource preservation as indicated in previous choices.</td>
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### Question 3 – User Impacts

<table>
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<tr>
<th>High (40 Points)</th>
<th>Definition</th>
<th>Examples</th>
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<tr>
<td></td>
<td>• Asset is located within a major recreation area, where the use and/or experience is asset-dependent (i.e., asset is essential to defining experience such as a sports complex).</td>
<td>• Buildings in major servicing areas such as visitor centers, contact stations, comfort stations, lodges, and restaurants&lt;br&gt;• Roads, trails and boardwalks providing access to primary points of interest (especially those with exhibits, waysides)&lt;br&gt;• Assets in any part of the park that support primary user functions (education, recreation) such as major campgrounds, picnic areas, and marinas&lt;br&gt;• Education centers, amphitheaters, and museums&lt;br&gt;• Water and Wastewater systems in major park areas</td>
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<tr>
<th>Medium (30 Points)</th>
<th>Definition</th>
<th>Examples</th>
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<tbody>
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<td></td>
<td>• User experience along a road, usually paved, or allows users to travel between major development areas.&lt;br&gt;• Asset is near developed areas, and/or is located in a natural or cultural landscape area that allows users to feel distant from assets that provide comfort and convenience.&lt;br&gt;• Asset is part of infrastructure that supports the users’ experience and enjoyment in developed, or visitor use areas.</td>
<td>• Paved road used to travel between major developed areas in park or secondary trails or secondary roads&lt;br&gt;• Trail in a natural or cultural landscape that connects passive area with developed zones&lt;br&gt;• Individual or small grouping of campsites along a secondary road or trail&lt;br&gt;• Water and Wastewater systems in a day-use-only visitor use area&lt;br&gt;• Gas and electrical systems that support visitor use areas&lt;br&gt;• Alternative energy, telecommunication (phone/radio/IT) or other utility systems that support visitor use and provide access to park resources.</td>
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<table>
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<tr>
<th>Low (20 Points)</th>
<th>Definition</th>
<th>Examples</th>
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<tbody>
<tr>
<td></td>
<td>• Asset is located in an area that accommodates drive experiences along roads (usually unpaved) that provide a sense of being in a remote area.&lt;br&gt;• Asset is located in a more primitive area that requires visitors to exert relatively high levels of time and energy to access them (fewer &quot;customer touch points&quot;).</td>
<td>• Remote area, paved or unpaved roads and trails&lt;br&gt;• Backcountry campsites</td>
</tr>
<tr>
<td>None (0 Points)</td>
<td>Definition</td>
<td></td>
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<tr>
<td></td>
<td>• Asset that has no measurable impact on park users.</td>
<td></td>
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</tbody>
</table>

- Primitive toilets in the backcountry, or near an unpaved road supporting remote driving experiences
- Maintenance shops, backcountry permit offices, visitor contact stations, ranger cabins that offer limited services to visitors
### Question 4 - Park Operations

<table>
<thead>
<tr>
<th>High (20 Points)</th>
<th>Definition</th>
</tr>
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</table>
|                  | • Assets that are required by park agreement or contract.  
|                  | • Asset that directly supports park safety, security or emergency response.  
|                  | • Asset that is a primary entry contact into a park or district.  
|                  | • Asset that directly supports mandated programmatic functions of the park.  
|                  | • Directly supports employees' children's education and/or child care facilities.  |
|                  | **Examples** |
|                  | • A primary asset of the concessionaire/park partner  
|                  | • Road that providing access to asset required by contract or road that is identified in the local Emergency Response Plan  
|                  | • Landscapes that are required by contract, law/legislation to be maintained  
|                  | • Administrative facilities, laboratories, or book stores that are required by contract  
|                  | • Housing is required by contract/agreement  
|                  | • Medical facilities  
|                  | • Pump house for potable water or storage house for electric generator  
|                  | • Schools, child care buildings  
|                  | • Entrance Stations, Fee Collection Stations  
|                  | • Switching facilities, IT facilities  
|                  | • Utilities that are required by concessionaire contract such as a water or electrical system |

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<thead>
<tr>
<th>Medium (15 Points)</th>
<th>Definition</th>
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|                    | • Asset that is not "required" but is highly valuable to park operations.  
|                    | • Housing that is needed to support park-specific programs.  
|                    | • Assets that promote employee recreation and welfare.  
|                    | • Supports employees' ability to perform duties.  |
### Examples

- The asset is **secondary** to the concessionaire/park partner operations
- Service roads that connect operational assets (administrative buildings, maintenance buildings, housing)
- Administrative trails that support park operations
- Nature trails in and around worker concentrated areas that enhance the employees’ well-being
- Maintained landscapes such as playgrounds, sports fields
- Housing supporting environmental education programs, resource programs, or short term projects where program would not be feasible without housing
- Administrative offices, operational offices, maintenance shops, sign shop, equipment repair shop, vehicle fuel station, motor vehicle servicing shop
- Back country ranger stations
- Seasonal or volunteer park facilities
- Provided facilities specifically used for organized coursework intended to improve the skills and abilities of the staff

### Low (5 Points)

**Definition**

- Asset that is not "required" and plays only a minor role in park operations.

**Examples**

- The asset’s use is incidental to the concessionaire/park partner’s core operations
- Secondary roads that are used seasonally or infrequently
- A maintained landscape around housing areas and administrative buildings
- Storage facilities
- Non-required (but available) park housing units

### None (0 Points)

**Definition**

- Assets not covered in the definitions described in the other choices (e.g., historic asset w/o adaptive use, house that is not required in the park unit’s housing plan, or a ruin).
**Question 5 - Asset Substitutability**

<table>
<thead>
<tr>
<th>&quot;No&quot; Substitute (20 Points)</th>
<th>Definition</th>
<th>Examples</th>
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</thead>
</table>
|                            | • Asset is truly unique - no suitable "substitutes" exist for the functional requirement or purpose of this asset. | ▪ Main entrance road of park  
▪ Road that provides only access to significant locality  
▪ Trail that provides only access to significant locality  
▪ Campground in an area where no other campground exists  
▪ Utilities (single point of failure)  
▪ Housing only if it is a remote park where no housing exists outside park boundaries  
▪ Monument, memorial, ruins, or unique cultural landscape (esp. assets specifically named in park enabling legislation) |

<table>
<thead>
<tr>
<th>Substitute has &quot;High Impact&quot; (10 Point)</th>
<th>Definition</th>
<th>Examples</th>
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</thead>
</table>
|                                        | • An alternative asset exists to fulfill the requirement or purpose of this asset, but the negative impact of that "substitute", in terms of core mission (resource preservation and visitor experience) and/or park operations, is high.  
▪ Distance to alternative asset is too great, or alternative route is not feasible (road).  
▪ Change in process or technology, from prior park standards, is not cost effective. | ▪ Campground in park where alternative exists within or outside park boundaries, but at a large distance  
▪ Alternative building for user center, comfort station, ranger station, etc. exists but is not within reasonable walking distance  
▪ No neighborhood Park within one mile  
▪ Alternative housing exists but is not affordable for staff, or requires too great a distance for commuting |

<table>
<thead>
<tr>
<th>Substitute has &quot;Low/No Impact&quot; (5 Points)</th>
<th>Definition</th>
<th>Examples</th>
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</thead>
</table>
|                                         | • An alternative asset exists to fulfill the requirement or purpose of this asset, and the impact or cost of that "substitute", in terms of core mission (resource preservation and visitor experience) and/or park operations, is low or virtually none.  
▪ Distance to alternative asset is feasible (minor).  
▪ Change in process or technology, from prior park standards, is at little/no cost. | ▪ Campground in area where alternative exists at a relatively short distance within or outside park boundaries  
▪ Alternative building (e.g., comfort station) exists and is only a short distance away  
▪ Employee training center where training space (hotel, conference center) is available at minimal cost in close proximity to park boundaries |
Facility Condition Index (FCI) Overview

Along with API, each asset receives a facility condition index (FCI).

The FCI rates the condition of a facility or asset at a particular point in time, utilizing a numeric rating system to rank the assets. This system relies on accurate data reflecting the current replacement value and the projected costs of repairs. The projected costs of repairs includes deferred maintenance (DM), recurring maintenance deferred (RMDM), and component renewal deferred (CRDM).

The Facility Condition Index is determined by dividing the projected costs of repairs by the current replacement value (CRV) of that asset.

\[
\frac{DM + RMDM + CRDM}{\text{Current Replacement Value}} = \text{Facility Condition Index}
\]

The current replacement value is an integral element of identifying work priorities. A current replacement value must be established for all assets. The value is determined by using the CRV calculator.

Facility Condition Index Rating Scale

The Facility Condition Index (FCI) Rating Scale represents a continuum from good to serious condition. An FCI rating is required for all assets, including heritage assets, which although viewed as priceless still will have a CRV based on standard asset information.

- FCI $\leq .100$  Good condition rating
- FCI $= .101 – .150$ Fair condition rating
- FCI $= .151 – .500$  Poor condition rating
- FCI $> .500$   Serious condition rating
  - Non-heritage assets: strongly consider demolition or replacement
  - Heritage assets: strongly consider stabilization/restoration
At a campground, maintenance staff conducted a condition assessment. They examined the campground, observing surface condition, fire grates, and picnic tables, along with general site conditions. Significant wear and deferred maintenance were discovered. Estimated cost for repair/rehabilitation was $50,000. The 25-site campground area has an estimated current replacement value of $250,000.

\[
\frac{50,000}{250,000} = 0.2
\]

After consulting the above rating scale, the Facility Condition Index rating for this asset was determined to be poor.
The Relationship between the Asset Priority Index & the Facility Condition Index

The API and FCI work together to create a powerful tool that interprets both the priority and condition of an asset in relation to other assets within a park. This relationship provides facility managers with information that assists in prioritizing and identifying work at each park. By combining the graphic representations of the API and FCI, a potent tool is made available to the NPS.

To review:

- The API is an asset evaluation process that justifies the value of an asset in relation to the mission of the NPS and the park. The API utilizes a numeric rating system that ranks assets using criteria-based questions worth a total of 100 points.

- The FCI is a measurement of a facility’s relative condition at a particular point in time. The FCI utilizes a numeric rating system that ranks assets based on the total asset deficiencies in comparison to the Current Replacement Value of the asset.

When the FCI and API graphs combine, the result is a graph that helps determine the maintenance, repair, and/or rehabilitation needed for each asset. The graph serves as a tool that can help prioritize where park resources (time, money, staff, etc.) should be allocated within the park. The chart helps to reinforce industry standards for continuing preventive maintenance work on assets that are most important and in good condition, while by degree reducing resources allocated to assets that are less important and in poor condition.
Parks use the API worksheet to determine each asset’s API score. An asset’s FCI is determined by totaling the planned costs of associated work orders with qualifying work sub types. Once both an asset’s API and FCI scores are available, a park can locate the point at which these scores intersect. This intersection is a comparison of the relative need of the asset and its condition. Park management should compare the API/FCI relationship among its various assets, utilizing the guidelines found in Figure 4 to determine the appropriate action.

The graph below is the official API/FCI graph. This graph presents a combination of API, FCI, asset condition, and maintenance level recommended. Be aware that there may be administrative and funding directives that will utilize a different index rating scale for priorities.
As illustrated in the figure above, an asset receives a recommended maintenance level based on its API and FCI. This influences the type of work that will be performed on the asset.

The NPS has three designated facility work types: facility maintenance, facility operations, and capital improvements. Each has various sub types. It is important to properly designate work type and sub type, as they have separate budgets and are managed differently.
WORK AND SUB-TYPE DEFINITIONS

Work Types

Facility Maintenance
Day-to-day activities, as well as the planned work required to preserve an asset in such a condition that it may be used for its designated purpose over its expected life cycle. Examples include routine replacement of HVAC filters, repairing a roof that was damaged in a storm, and building a ramp to meet accessibility laws.

Facilities Operations
Work activities performed on a recurring basis related to the normal performance or function of an asset throughout the year which intends to meet daily operational needs and activities for which a facility or item of Installed Building Equipment (IBE) is intended to be used. Typical work performed under operations includes janitorial and custodial services, snow removal, purchase of utilities (water, sewer, electricity), grounds keeping, waste management, etc.

Capital Improvements
Alterations or new construction that helps an asset better meet its intended purpose. Examples include paving an unpaved parking area and replacing portable restrooms with a permanent facility in a frequently visited area.

Sub Types

Facility Maintenance (FM)

FM – CM (Corrective Maintenance)
Unscheduled reactive repairs that would not be estimated and planned, but are accomplished by local staff or existing service contractors.

FM – CR (Component Renewal)
The planned replacement of a component or system that will reach the end of its useful life based on condition and life cycle analysis within the facility’s lifetime.

FM – CRDM (Component Renewal, Deferred Maintenance)
A component renewal work type that has been tracked in the system and facility management practice and is not funded when identified as Deferred Maintenance will then move into the Component Renewal Deferred Maintenance work type category.
**FM – DEM** (Demolition)
Removal of an asset that has been determined to be unsafe or no longer meets mission goals. Removal of an NPS asset is determined by management in conjunction with NPS planning procedures.

**FM – DM** (Deferred Maintenance)
Maintenance that was not performed when it should have been, or was scheduled but was put off or delayed. Continued deferment of maintenance will result in deficiencies.

**FM – EM** (Emergency Maintenance)
A maintenance task carried out to avert an immediate hazard, or to correct an unexpected failure.

**FM – ICM** (Interim Control Measure)
Documents work done to mitigate the hazard in the short term. Follow-up work required.

**FM – INAC** Inspection Accessibility Assessment

**FM – INCAA** Inspection Condition Assessment – Annual

**FM – INCAC** Inspection Condition Assessment – Comprehensive

**FM – INFLSA** Inspection Fire Protection Life Safety

**FM – INFPCA** Inspection Fire Protection Condition Assessment

**FM – INOTH** Inspection Other Types of Inspection

**FM – LMAC** (Legis. Mandate Accessibility)
Deficiencies that must be corrected in response to regulatory requirements. These activities include retrofitting for accessibility.

**FM – LMCO** (Legis. Mandate Code compliance)
Deficiencies that must be corrected in response to regulatory requirements. These activities include retrofitting for code compliance and removing hazardous materials.

**FM – LMFS** (Legis. Mandate Fire/Structure)
Deficiencies that must be corrected in response to regulatory requirements related to structural fire protection codes.

**FM – LMLS** (Legis. Mandate Life/Safety Code)
Deficiencies that must be corrected due to regulatory requirements related to safety codes.
FM – PM (Preventive Maintenance)
Regularly scheduled periodic maintenance activities (within one year) on selected equipment.

FM – RM (Recurring Maintenance)
Work activities that recur based on normal wear patterns on a periodic cycle of greater than one year and less than 10 years. Typical work includes painting, caulking, sealing, carpet replacements, etc.

FM – RMDM (Recurring Maintenance, Deferred Maintenance)
Recurring maintenance that has been identified and tracked in the system and facility management practices and is not funded when required will move into this work category.

Facility Operations (FO)

FO – AD (Activate and Deactivate)
Typically seasonal-driven opening and closing of an asset for operation. Weatherizing or securing asset systems prior to the closed period and start-up and testing of asset systems to begin the opening period.

FO – BU (Business)
Activities not directly associated with a constructed asset that pertain to the labor hours and leave of park employees. Annual leave, sick leave, compensatory time taken, holiday, admin leave, LWOP regular, AWOL, non-duty career seasonal and furlough, suspension hours, FECA Cop, FECA Worker’s Compensation DOL, used time-off award, sick/annual leave advance.

FO – CU (Custodial)
Standard custodial tasks performed at various frequencies (daily, weekly, monthly, etc.) for functional spaces within a given asset. Sweeping, mopping, trash collection, restroom cleaning, etc.

FO – GC (Grounds Care)
TBD by Maintained Landscape Work Group.

FO – ICM (Interim Control Measure)
Documents work done to limit access to a hazard in the short term. Follow-up work required.

FO – MG (Management)
Activities not directly associated with a constructed asset that pertain to the overall management and administration of the park. Communications, shop management and control, shop inventory management and control, meetings, training, reports, FMSS, supervision, planning, field investigation or quality checks, budget, payroll, personnel, office administration, partnership.
**FO – PC (Pest Control)**
Period actions that eliminate or protect facilities from pests, encompassing insects, rodents, nematodes, fungi, weeds, and other forms of terrestrial or aquatic plant or animal life or virus, bacteria, or other form of micro-organism.

**FO – PS (Operate Plant/ System)**
Periodic tasks that require a specialized full-time equivalent (FTE) such as testing and monitoring of a waste treatment plant.

**FO – RC (Refuse Collection)** Refuse/recycling collection begins after refuse has been collected from individual rooms and placed in an intermediate container. Includes the emptying of the intermediate container into a dumpster and emptying the dumpster at an approved landfill or transfer station.

**FO – SN (Snow/Sand/Debris)**
Activities performed to ensure safety from unanticipated hazards or obstructions. Removal or precautions applied to roads, parking, trails, roofs, beaches, waterways, and sidewalks.

**FO – UT (Utilities Cost)**
Services and commodities used to operate facilities that are delivered by pipeline or other line. Sewer, water, electrical, natural gas, and propane. Includes energy, water, or wastewater that is generated or treated onsite or is purchased from a municipal system or private supplier.

**Capital Improvement (CI)**

**CI – AL (Alterations)**
Changes to interior arrangements or other physical characteristics of an existing facility or installed equipment so it can be used more effectively for its currently designated purpose or adapted to a new use. Includes improvement, conversion, remodeling, and modernization.

**CI – EP (Energy Policy)**

**CI – ICM (Interim Control Measure)**
Documents new construction to mitigate a hazard in the short term. Follow-up work required.

**CI – LM (Legislatively Mandated)**
Not specifically identified by another sub-work type.

**CI – LMAC (Legis. Mandate Accessibility)**
Deficiencies that must be corrected in response to regulatory requirements. These activities include retrofitting for accessibility.
CI – LMCO (Legis. Mandate Code Compliance)
Deficiencies that must be corrected in response to regulatory requirements. These activities include retrofitting for code compliance and removing hazardous materials.

CI – LMFS (Legis. Mandate Fire/Structure)
Deficiencies that must be corrected in response to regulatory requirements related to structural fire protection codes.

CI – LMLS (Legis. Mandate Life/Safety Code)
Deficiencies that must be corrected due to regulatory requirements related to safety codes.

CI – NC (New Construction)
Construction that adds to the existing footprint of an asset, or creates a new asset.
ASSET MANAGEMENT & ELEMENTS OF LIFE CYCLE MAINTENANCE

It is essential to manage an asset portfolio with the understanding of what it will take to sustain those assets over their life cycles. The figure below shows the interrelationship of the elements that contribute to properly caring for NPS assets.

Historically, the NPS focused on only two elements of life cycle maintenance: day-to-day operations and recurring maintenance. With life cycle management, the NPS is paying more attention to preventive maintenance and component renewal, which are the keys to sustaining assets over time. If these types of expenditures are made when they should be, the NPS can limit deferred maintenance and leave an asset portfolio in better condition for a park’s successors.
THE NPS INSPECTION PROCESS

OBJECTIVES: At the end of this session, students should be able to

- Clarify changing priorities of the NPS and how that affects the management decisions made by DNC
- Interpret and understand the NPS evaluation (purpose and process) and concessioners’ roles to meet expectations and standards (audit/inspection process)
- Prepare their staff for the NPS evaluation (audit/inspection process)
NPS CONCESSIONER ANNUAL OVERALL RATING

NPS CONCESSIONER ANNUAL OVERALL RATING
(Form 10-631)

- Operational Performance
  - Concession Operational Performance Report
    (Form 10-629)
- Contract Compliance
  - Contract Compliance Report
    (Form 10-630)

- Periodic Concession Evaluations
  (Forms 10-604 - 10-624)
- Risk Management Evaluation
  (Form 10-628)
- Year End Summary for Public Health Report
  (Form 10-622a)
- Insurance
- Environmental Management Evaluation
  (Form 10-ENV)
APPENDIXES
A Call to Action

Preparing for a Second Century of Stewardship and Engagement
Organic Act

On **AUGUST 25, 1916**, President Woodrow Wilson signed the act creating the National Park Service, a federal bureau in the Department of the Interior. The Organic Act of the National Park Service states “the Service thus established shall promote and regulate the use of Federal areas known as national parks, monuments and reservations…by such means and measures as conform to the fundamental purpose of the said parks, monuments and reservations, which purpose is to conserve the scenery and the natural and historic objects and the wild life therein and to provide for the enjoyment of the same in such manner and by such means as will leave them unimpaired for the enjoyment of future generations.”

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**ON THE COVER**

North Cascades Wild is a 12-day outdoor program at North Cascades National Park that offers high school students an opportunity to explore Ross Lake and surrounding wilderness areas. Participants also complete conservation service projects for the National Park Service while learning about leadership, community building, and natural and cultural history.

© NORTH CASCADES INSTITUTE / KATE BEDIENT
A Call to Action

Preparing for a Second Century of Stewardship and Engagement

A call to all National Park Service employees and partners to commit to actions that advance the Service toward a shared vision for 2016 and our second century.

AUGUST 25, 2011
WE THE PEOPLE OF THE UNITED STATES, IN ORDER TO FORM A MORE PERFECT UNION, ESTABLISH JUSTICE, INSURE DOMESTIC TRANQUILITY, PROVIDE FOR THE COMMON DEFENSE, PROMOTE THE GENERAL WELFARE, AND SECURE THE BLESSINGS OF LIBERTY TO OURSELVES AND OUR POSTERITY, DO ORDAIN AND ESTABLISH THIS CONSTITUTION FOR THE UNITED STATES OF AMERICA.

PREAMBLE TO THE CONSTITUTION, 1787

WE HOLD THESE TRUTHS TO BE SELF-EVIDENT, THAT ALL MEN ARE CREATED EQUAL, THAT THEY ARE ENDOWED BY THEIR CREATOR WITH CERTAIN UNALIENABLE RIGHTS, THAT AMONG THESE ARE LIFE, LIBERTY, AND THE PURSUIT OF HAPPINESS.

DECLARATION OF INDEPENDENCE, 1776
OUR ORIGINS ARE GROUNDED IN A BELIEF

The aspirations of the Declaration of Independence and the rights protected for all citizens in the Constitution are based upon our founders’ belief that every individual has the right to life, liberty, and the pursuit of happiness. These ideas were formed from the lessons of history shaped by struggles with governments in former homelands. The founders and subsequent generations also knew that the grandeur of the American landscape compared equally to the cathedrals and castles of the Old World. So it was inevitable that an institution to preserve both the lessons of history and the best of the land be conceived and established. That institution, the National Park Service, will be 100 years old in 2016.
In its first century, the National Park Service focused on stewardship and enjoyment of special places, reflecting the core mission articulated in the NPS Organic Act. The result is a National Park System that encompasses America’s exceptional places, including those where civic engagements—often confrontational and sometimes violent—have shaped who we are as a people: Selma to Montgomery, Brown v. Board of Education, Manzanar, the Statue of Liberty, and Flight 93, to name a few. In these national parks we learn not only of people who left their marks on the present, but how individuals can offer the next generation a better future. From the solemn battlefields of Yorktown and Gettysburg to the silent waters that embrace the USS Arizona, national parks also include places where we learn about honor, bravery, patriotism, and sacrifice. In the cathedral forests of Redwood, in the call of the Denali wilderness, and in the quiet of Grand Canyon, we are reminded of the wonder of nature, of the breadth of park resources, and of our stewardship responsibilities.

The National Park System inspires conservation and historic preservation at all levels of American society, creating a collective expression of who we are as a people and where our values were forged. The national parks also deliver a message to future generations about the experiences that have made America a symbol of freedom and opportunity for the rest of the world. To visit our national parks is to witness American values on full display in extraordinary places that embody certain “unalienable rights” and inspire our nation to succeed. To actively ensure conservation of national parks, public lands, wilderness, and historic places for the enjoyment of future generations is a priceless gift to our children.

“THE HISTORICAL AND CULTURAL FOUNDATIONS OF THE NATION SHOULD BE PRESERVED AS A LIVING PART OF OUR COMMUNITY LIFE AND DEVELOPMENT IN ORDER TO GIVE A SENSE OF ORIENTATION TO THE AMERICAN PEOPLE.”

National Historic Preservation Act, 1966
SECOND-CENTURY VISION

America has changed dramatically since the birth of the National Park Service in 1916. The roots of the National Park Service lie in the parks’ majestic, often isolated natural wonders and in places that exemplify our cultural heritage, but their reach now extends to places difficult to imagine 100 years ago—into urban centers, across rural landscapes, deep within oceans, and across night skies.

In our second century, the National Park Service must recommit to the exemplary stewardship and public enjoyment of these places. We must promote the contributions that national parks and programs make to create jobs, strengthen local economies, and support ecosystem services. We must use the collective power of the parks, our historic preservation programs, and community assistance programs to expand our contributions to society in the next century.

A SECOND-CENTURY NATIONAL PARK SERVICE

Connects People to Parks and helps communities protect what is special to them, highlight their history, and retain or rebuild their economic and environmental sustainability.

Advances the Education Mission by strengthening the NPS role as an educational force based on core American values, historical and scientific scholarship, and unbiased translation of the complexities of the American experience.

Preserves America’s Special Places and is a leader in extending the benefits of conservation across physical, social, political, and international boundaries in partnership with others.

Enhances Professional and Organizational Excellence by adapting to the changing needs of visitors, communities, and partners; encouraging organizational innovation; and giving employees the chance to reach their full potential.

IN OUR SECOND CENTURY, we will fully represent our nation’s ethnically and culturally diverse communities. To achieve the promise of democracy, we will create and deliver activities, programs, and services that honor, examine, and interpret America’s complex heritage. By investing in the preservation, interpretation, and restoration of the parks and by extending the benefits of conservation to communities, the National Park Service will inspire a “more perfect union,” offering renewed hope to each generation of Americans.
Our STRATEGY

2016 marks the 100th anniversary of the National Park Service—a defining moment that offers an opportunity to reflect on and celebrate our accomplishments as we prepare for a new century of stewardship and engagement. Several reports over the last 10 years have provided a vision for the Service’s second century. A Call to Action draws from three major initiatives—America’s Great Outdoors: A Promise to Future Generations (2011); the National Parks Second Century Commission Report, Advancing the National Park Idea (2009); and The Future of America’s National Parks (the Centennial Report, 2007).

A CALL TO ACTION charts a path toward that second-century vision by asking our employees and partners to commit to concrete actions that advance the mission of the Service.

These actions are not intended to cover the full breadth and scope of the work the NPS and its partners accomplish. Rather, we must continue the great work happening every day across the Service while transforming the organization to meet the changing needs of our country. We must integrate the work of the 394 national parks with all the National Park Service programs that support community-based conservation and historic preservation.

Through the support of the American people, partners, volunteers, and employees, the National Park Service is having a profound effect on the lives of our citizens. A Call to Action seeks to expand those impacts, even in these times of fiscal constraint, by strategically focusing our efforts and aligning our existing resources on powerful actions that advance our mission.

It is an exciting time for National Park Service employees and partners as we celebrate 100 years of service in the preservation and enjoyment of the national parks. As we look to our anniversary and beyond, let us renew our commitment to the fundamental stewardship of our nation’s stories and treasured places with energy, creativity, and passion.

Note: Throughout this document “parks” connotes not only the 394 units of the National Park System but national heritage areas, affiliated areas, wild and scenic rivers, and national trails as well. The term “national parks” refers only to units of the National Park System. The term “Service” refers not only to the employees but also to the wide range of programs the NPS administers.
Our Path TO ACTION

The heart of the plan includes four broad themes supported by specific goals and measurable actions. Through these actions, we will work together to set a new direction for the National Park Service in its second century.

The Call to Action website at www.nps.gov/calltoaction provides in-depth background information for each action item and a forum for sharing ideas, strategies, and successes on these actions.

The implementation strategy emphasizes CHOICE. While some of the actions require the involvement of every park and program, most do not. Program managers and superintendents will select actions that best fit the purpose of their program or park, workforce capacity, and skills, and that generate excitement among employees. Managers must also evaluate and prioritize current functions to decide which may be altered or discontinued in order to implement this plan.

FLEXIBILITY and CREATIVITY are encouraged. The plan identifies what to accomplish, but allows employees and partners to determine how to achieve the objectives through innovative strategies and approaches. The actions create opportunities for employees to share successes and learn from each other. The plan will be a living, breathing document on the path toward 2016 that will evolve as we learn together about the effectiveness of these approaches.

The work of the National Park Service is too dynamic and extensive to be fully reflected in this set of actions. The day-to-day business of running parks and programs across the Service will continue. A Call to Action should not limit us but instead serve as a catalyst for further creative steps on the path toward the second century of stewardship and engagement.
There is nothing more satisfying than helping community groups realize their dreams of having better recreation opportunities in their hometowns. Sharing the NPS expertise locally helps conservation everywhere.

Lisa Holzapfel
Alaska Region
Rivers, Trails, and Conservation Assistance Program
A SECOND-CENTURY NATIONAL PARK SERVICE will be relevant and valued by citizens as a source of discovery, economic vitality, renewed spirit, and deepened understanding of our individual and national identity. We will harness the collective power of program and park staffs to better serve communities beyond parks in order to strengthen local conservation, cultural heritage preservation, and recreation efforts. We will invite new publics into the parks, from recent immigrants to those serving in our Armed Forces to young people.

**THEME**

Connecting **PEOPLE TO PARKS**

**GOALS:** TO CONNECT PEOPLE TO PARKS IN THE NEXT CENTURY, THE NPS must

**DEVELOP** and nurture life-long connections between the public and parks—especially for young people—through a continuum of engaging recreational, educational, volunteer, and work experiences.

**CONNECT** urban communities to parks, trails, waterways, and community green spaces that give people access to fun outdoor experiences close to home.

**EXPAND** the use of parks as places for healthy outdoor recreation that contributes to people’s physical, mental, and social well-being.

**WELCOME** and engage diverse communities through culturally relevant park stories and experiences that are accessible to all.

**ACTIONS:** TO ACHIEVE THESE GOALS BY 2016, THE NPS will

1. **Fill in the Blanks**
   Identify a national system of parks and protected sites (rivers, heritage areas, trails, and landmarks) that fully represents our natural resources and the nation’s cultural experience. To achieve this we will work with communities and partners to submit to Congress a comprehensive National Park System plan that delineates the ecological regions, cultural themes, and stories of diverse communities that are not currently protected and interpreted.

2. **Step by Step**
   Create deep connections between a younger generation and parks through a series of diverse park experiences. To accomplish this we will collaborate with education partners and youth organizations to create a pathway to employment with the NPS, with a focus on diversifying the workforce. We will involve at least 10,000 youth each year in a multi-year progression of experiences from education programs to internship/volunteer opportunities to employment.
### Connecting People to Parks

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<tr>
<td>History Lesson</td>
<td>3</td>
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<tr>
<td>Expand the meaning of parks to new audiences and provide an opportunity for communities to learn more about their heritage by conducting history discovery events, using oral histories and other methods, in at least 100 parks.</td>
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<td>In My Back Yard</td>
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<tr>
<td>Improve urban residents’ knowledge of and access to outdoor and cultural experiences close to home by ensuring that every national park located in an urban area has a well-promoted physical connection to the public transportation system or to a pedestrian/bicycle path.</td>
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<td>Parks for People</td>
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<td>Enhance the connection of densely populated, diverse communities to parks, greenways, trails, and waterways to improve close-to-home recreation and natural resources conservation. We will achieve this through a proactive Rivers, Trails, and Conservation Assistance Program that mobilizes citizens in support of improved access to outdoor areas in at least 50 of the communities nationwide with the least access to parks.</td>
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<td>Take a Hike, Call Me in the Morning</td>
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<tr>
<td>Expand the health community’s use of parks as a healing tool and increase citizen recognition of the value of parks to improve health and well-being by establishing 50 formal partnerships with health and medical providers across the country.</td>
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<td>Next Generation Stewards</td>
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<tr>
<td>Create a new generation of citizen scientists and future stewards of our parks by conducting fun, engaging, and educational biodiversity discovery activities in at least 100 national parks, including at least five urban parks.</td>
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<tr>
<td>Eat Well and Prosper</td>
<td>8</td>
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<tr>
<td>Encourage park visitors to make healthy lifestyle choices and position parks to support local economies by ensuring that all current and future concession contracts require multiple healthy, sustainably produced, and reasonably priced food options at national park food service concessions.</td>
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<td>Keep the Dream Alive</td>
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<td>Foster civic dialogue about the stories of the civil rights movement found within the parks. The NPS will conduct a coordinated series of special events to commemorate significant 50th anniversaries of the civil rights movement (Civil Rights Act passage, “I Have a Dream” speech, etc.).</td>
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<td>Arts Afire</td>
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<tr>
<td>Showcase the meaning of parks to new audiences through dance, music, visual arts, writing, and social media. To do so we will launch 25 artist-led expeditions that involve youth in creating new expressions of the park experience through fresh perspectives and new technology.</td>
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<td>Focus the Fund</td>
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<tr>
<td>Increase the benefits of NPS community assistance by strategically selecting projects that support urban parks, waterways, and large landscape conservation. To achieve this we will work with stakeholders to create a new competitive state grant program within the Land and Water Conservation Fund State Assistance Program.</td>
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Support communities’ efforts to expand access to water-based recreation and to protect and restore waterways across the country by establishing a national system of water trails.

Learn about the challenges and opportunities associated with connecting diverse communities to the great outdoors and our collective history. To accomplish this we will conduct in-depth, ongoing conversations with citizens in seven communities, one in each NPS Region, representing broadly varied cultures and locations. We will create and implement work plans at each location, which explore new approaches for building and sustaining mutually beneficial relationships with diverse communities.

Develop awareness among the American public of the many ways national parks contribute to the economic vitality of our nation. To do so we will complete a study on the economic value of the full range of NPS activities and programs (visitor spending, ecosystem services, community assistance, tax benefits, etc.) and promote the results.

Students from St. Clare’s School on Staten Island collect data during the annual “Day in the Life of the Hudson River” event at Fort Wadsworth in Gateway National Recreation Area. Over 3,000 students at 65 sites measure the health of the Hudson River Estuary. The unique location of Fort Wadsworth allows students to observe the river as it spills into New York Harbor and the Atlantic Ocean.
My job consists of helping people increase their knowledge of other cultures through performing arts. National parks not only preserve our nation’s natural and cultural resources, they also inspire us to be better people.

Jesus Guzman
Chamizal NM
A SECOND-CENTURY NATIONAL PARK SERVICE will actively engage diverse communities and strengthen partnerships to develop innovative communication and education strategies. We will embrace a larger education role, building an understanding of our country’s shared heritage and preparing American citizens for the duties and responsibilities of citizenship.

**THEME**

Advancing the **NPS EDUCATION MISSION**

**GOALS:** To advance the NPS education mission in the next century, the NPS must

**STRENGTHEN** the Service as an education institution and parks as places of learning that develop American values, civic engagement, and citizen stewardship.

**USE** leading-edge technologies and social media to effectively communicate with and capture the interest of the public.

**COLLABORATE** with partners and education institutions to expand NPS education programs and the use of parks as places of learning.

**ACTIONS:** To achieve these goals by 2016, the NPS will

- **A Class Act** Help students develop a deep understanding of park resources and the relevance of parks in their lives through a series of park education programs. To do so we will adopt a class of 2016 graduates (grade school, middle school, or high school) at every national park and develop a series of fun, educational, and engaging activities culminating in the NPS Centennial in 2016.

- **Live and Learn** Provide multiple ways for children to learn about the national parks and what they reveal about nature, the nation’s history, and issues central to our civic life. We will accomplish this by reaching 25 percent of the nation’s K-12 school population annually through real and virtual field trips, residential programs, teacher training, classroom teaching materials, online resources, and educational partnerships.

- **Go Digital** Reach new audiences and maintain a conversation with all Americans by transforming the NPS digital experience to offer rich, interactive, up-to-date content from every park and program. To accomplish this we will create a user-friendly web platform that supports online and mobile technology including social media.
**Ticket to Ride** [18] Expand opportunities for students to directly experience national parks, where natural and historic settings inspire powerful learning. To achieve this we will provide transportation support for 100,000 students each year to visit national parks through collaboration with the National Park Foundation and other park fundraising partners.

**Out with the Old** [19] Engage national park visitors with interpretive media that offer interactive experiences, convey information based on current scholarship, and are accessible to the broadest range of the public. To that end we will replace 2,500 outdated, inaccurate, and substandard interpretive exhibits, signs, films, and other media with innovative, immersive, fully accessible, and learner-centered experiences.
Sponsor excellence in science and scholarship, gain knowledge about park resources, and create the next generation of conservation scientists. To do so we will establish, through partner funding, an NPS Science Scholars program enabling 24 Ph.D. students from biological, physical, social, and cultural disciplines to conduct research in national parks each year.

Volunteers from the Boys and Girls Clubs of Yucca Valley and Desert Hot Springs and U.S. Marines from the Marine Corps Air Ground Combat Center in Twentynine Palms, California, work to restore soils and trailside environments at Joshua Tree National Park. Participants learn about desert ecology as they help revitalize park natural areas through a partnership sponsored by the National Parks Conservation Association.
It is natural and fitting to dedicate myself to work toward continuing to preserve the superlative natural and cultural values of the Pu'uhonua through my own cultural heritage.

Rae ('Iana) Fujimori Godden
Pu'uhonua o Hōnaunau NHP
A SECOND-CENTURY NATIONAL PARK SERVICE will manage parks as cornerstones in protecting broader natural and cultural landscapes. Threats unforeseen a century ago have emerged beyond park boundaries and demand solutions that are large in scope and require collaboration with partners. We will be recognized as a world leader in integrated resource stewardship and sustainability of our facilities and operations using the latest technology.

THEME

Preserving AMERICA’S SPECIAL PLACES

GOALS: TO PRESERVE AMERICA’S SPECIAL PLACES IN THE NEXT CENTURY, THE NPS must

MANAGE the natural and cultural resources of the National Park System to increase resilience in the face of climate change and other stressors.

CULTIVATE excellence in science and scholarship as a foundation for park planning, policy, decision making, and education.

ACHIEVE a standard of excellence in cultural and natural resource stewardship that serves as a model throughout the world.

COLLABORATE with other land managers and partners to create, restore, and maintain landscape-scale connectivity.

ACTIONS: TO ACHIEVE THESE GOALS BY 2016, THE NPS will

Revisit Leopold [21] Create a new basis for NPS resource management to inform policy, planning, and management decisions and establish the NPS as a leader in addressing the impacts of climate change on protected areas around the world. To accomplish this we will prepare a contemporary version of the 1963 Leopold Report that confronts modern challenges in natural and cultural resource management.

Scaling Up [22] Promote large landscape conservation to support healthy ecosystems and cultural resources. To achieve this goal we will protect continuous corridors in five geographic regions through voluntary partnerships across public and private lands, and by targeting a portion of the federal Land and Water Conservation Fund to make strategic land acquisitions within national parks.
Preserving America’s Special Places

Go Green 23 Reduce the NPS carbon footprint and showcase the value of renewable energy to the public by doubling, over 2009 levels, the amount of renewable energy generated within parks and used by park facilities.

Invest Wisely 24 Focus investments from all maintenance fund sources on high priority national park assets to address critical deferred maintenance and code compliance needs. By doing so we will correct the health and safety, accessibility, environmental, and deferred maintenance deficiencies in at least 25 percent of the facilities that are most important to park visitor experience and resource protection.

What’s Old is New 25 Modernize historic preservation methods and technologies, show how historic structures can be made sustainable, and support efforts to rebuild the economic vitality of rural and urban communities by updating the Secretary of the Interior’s Standards and Guidelines for the Treatment of Historic Properties in consultation with historic preservation partners.

Back Home on the Range 26 Return the American bison, one of the nation’s iconic species, to our country’s landscape. To achieve this we will restore and sustain three wild bison populations across the central and western United States in collaboration with tribes, private landowners, and other public land management agencies.

Starry, Starry Night 27 Lead the way in protecting natural darkness as a precious resource and create a model for dark sky protection by establishing America’s first Dark Sky Cooperative on the Colorado Plateau in collaboration with other federal agencies, partners, and local communities.

Park Pulse 28 Assess the overall status of park resources and use this information to improve park priority setting and communicate complex park condition information to the public in a clear and simple way. To accomplish this, we will complete 50 “State of the Park” reports that synthesize monitoring information, resource inventories, facilities condition data, and visitor surveys.

Posterity Partners 29 Engage the power of philanthropy to provide legacy support for the NPS both nationwide and at the individual park level. To do so we will develop a $1 billion National Park Service second-century endowment campaign working in partnership with the National Park Foundation and national park friends groups.
Minneapolis Public School kids paddle the Mississippi River on the Urban Wilderness Canoe Adventures (UWCA) program. A cooperative effort between Mississippi National River and Recreation Area and Wilderness Inquiry, the UWCA introduces 10,000 kids a year to the National Park System by paddling voyageur canoes through the heart of the Twin Cities.
Working for Everglades National Park has provided me an exciting range of new opportunities. I have been lucky to work with supportive leadership that believes in my abilities and continues to nurture my personal and professional growth!

Leslie Velarde
Everglades NP
A SECOND-CENTURY NATIONAL PARK SERVICE will develop a workforce that can adapt to continuous change, think systemically, evaluate risk, make decisions based on the best science and scholarship, work collaboratively with all communities, and maintain our characteristic esprit de corps in the face of new challenges. We will create an environment where every employee can reach his or her full potential.

**THEME**

*Enhancing Professional and Organizational Excellence*

**GOALS:** TO ENHANCE PROFESSIONAL AND ORGANIZATIONAL EXCELLENCE IN THE NEXT CENTURY, THE NPS *must*

**DEVELOP** and recruit NPS leaders at all levels with the skills to lead change, work with partners, ensure employee safety, and seek new ways to accomplish goals.

**BUILD** a more flexible and adaptive organization with a culture that encourages innovation, collaboration, and entrepreneurship.

**RECRUIT** and retain a workforce that reflects the diversity of the nation, from entry level employees to senior leaders.

**MODERNIZE** and streamline NPS business systems and use leading-edge technology to enhance communication.

**ACTIONS:** TO ACHIEVE THESE GOALS BY 2016, THE NPS *will*

**Tools of the Trade**  
Provide employees the tools, training, and development opportunities needed to reach their full career potential. To accomplish this we will launch the NPS career academy with an online career planning tool and course offerings that teach essential competencies in 12 career fields. The academy will contain a leadership track common to all employees and focused on innovation, adapting to change, collaboration, and stewardship.

**Destination Innovation**  
Accelerate the spread of ideas, encourage innovation, and inspire peer-to-peer collaboration across the Service. To achieve this we will create a network for innovation and creativity to rapidly share new insights and solve mission-critical problems using online tools such as blogs, discussion forums, and “wikis.”
Enhancing Professional and Organizational Excellence

**Play it Safe** 32
Empower employees to use critical thinking skills in daily risk management decisions and encourage employees to embrace safety as part of their professional identity. To that end we will ensure that all NPS employees complete Operational Leadership training, implement Operational Leadership principles at parks and offices Servicewide, and create an evaluation system to measure the effectiveness of Operational Leadership.

**Home Grown** 33
Recruit candidates to provide a source of diverse, motivated, and well-trained employees that reflect local communities by expanding the successful ProRanger and similar recruitment programs to all seven NPS Regions and to additional disciplines beyond visitor and resource protection.

**Team Buyin’** 34
Create contracting solutions better oriented to customer needs by designing, implementing, and evaluating a streamlined contracting and cooperative agreements process, using a team approach, in at least seven of the major acquisition and buying offices across the country.

**Welcome Aboard** 35
Create a more inclusive workplace where new employees can quickly navigate our organization to become highly productive. To do so we will implement an orientation and mentoring program for all new NPS employees that will complement the NPS Fundamentals course, use online tools, and provide individual support.

**Value Diversity** 36
Develop a workforce that values diversity and an inclusive work environment so that we can recruit and retain diverse employees and respond to the needs of the American public. As a first step, we will conduct a Servicewide cultural diversity assessment and complete cultural competencies training for all supervisors.
Volunteers at Booker T. Washington National Monument portray residents of the Burroughs Plantation receiving the news that they are free with the reading of the Emancipation Proclamation at the annual Juneteenth event, 2011.
Take the LEAP

Be a part of the vision for a second-century National Park Service. Start by reviewing all the action items with your coworkers and partners. Visit the Call to Action website. There you can view in-depth information for each action item and share strategies and ideas. Then select the actions that offer opportunities for your park or program to make a difference.

The next century and a new NPS legacy are about to begin.

How will you answer the call?

www.nps.gov/calltoaction
www.inside.nps.gov/calltoaction
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National Interpretation and Education Leadership Council
National Leadership Council
National Park Foundation
National Park System Advisory Board
National Partnership Council
Natural Resources Advisory Group
Network for Innovation and Creativity
Regional Chief Rangers
Servicewide Maintenance Advisory Committee
Superintendents Focus Group
Tourism Council
Wilderness Leadership Council
Workplace Enrichment Team
National Park Service Mission

The National Park Service preserves unimpaired the natural and cultural resources and values of the National Park System for the enjoyment, education, and inspiration of this and future generations. The National Park Service cooperates with partners to extend the benefits of natural and cultural resource conservation and outdoor recreation throughout this country and the world.
HOW TO USE THIS DOCUMENT

This document has four main sections. The first, called “Purpose of and Need for the Plan,” introduces the plan, describes why it is necessary, and explains what it will accomplish. It provides background information about Isle Royale National Park, including park purpose and significance, and describes the establishing legislation for the park.

The “Description of the Proposed Action and Alternatives” section presents alternatives for the management of the park. Alternative A (no action) describes what would happen without an approved general management plan. Some actions are common to all but the no-action alternative; these are discussed in a section titled “Actions Common to the Proposed Action and Alternatives B, C, and E.” The proposed action (based on a revised version of Alternative D from Newsletter 6) presents the National Park Service’s preferred approach for managing the park. Alternatives B, C, and E present other options for management of Isle Royale.

The third major section is called the “Affected Environment” and describes the park’s cultural and natural resources, visitor use patterns, and park operations. This section also describes the socioeconomic conditions in the surrounding region. The information in the Affected Environment section provides the context for analyzing the impacts of the actions in the alternatives.

The last major section, “Environmental Consequences,” describes the effects that implementing each alternative would have on the resources as described in the “Affected Environment” section.
INTRODUCTION

This General Management Plan / Environmental Impact Statement (GMP/EIS) presents and analyzes five alternative future directions for management and use of Isle Royale National Park. One of the alternatives has been identified as the National Park Service’s preferred future direction. Potential consequences and environmental impacts of all alternatives have been identified and assessed.

General management plans are intended to be conceptual documents that establish and articulate a management philosophy and framework for decision making and problem solving in parks. General management plans usually provide guidance over a 15-20 year period. Actions called for in general management plans or in subsequent implementation plans are accomplished over time. Budget restrictions, requirements for additional data or legal compliance, and competing park priorities prevent immediate implementation of many actions. Major or especially costly actions could be implemented ten or more years into the future.

The plan has been developed by a core team of professionals including representatives of the Isle Royale National Park staff and technical specialists from the NPS Denver Service Center (the planning and facility development center for the national park system). The entire park staff has been involved in scoping meetings and briefings and has provided feedback to the core planning team. There has been extensive public involvement throughout the planning process.
DESCRIPTION OF THE PARK

Isle Royale National Park, in the northwestern section of Lake Superior, is a remote island archipelago with a northeast/southwest orientation (see Region and Vicinity maps). The archipelago consists of one large island about 45 miles long and 9 miles wide that is surrounded by about 400 small islands. It includes many inland lakes and streams. The park is about 60 miles from Michigan’s Keweenaw Peninsula, 22 miles from Grand Portage, Minnesota, and 35 miles from Thunder Bay, Ontario, Canada. The year-around headquarters for the park is in Houghton, Michigan.

The park was authorized by act of Congress on March 3, 1931. The intent of Congress was further defined by wilderness legislation in October 1976 that designated 98% of the park’s land area as federal wilderness. Later additions brought the total to 99% (see Wilderness Status map). The park extends 4.5 miles out into Lake Superior from the outer islands or to the international boundary. In 1980 the park was designated as a U. S. Biosphere Reserve under the United Nations’ Man and the Biosphere Programme.

Isle Royale is primarily a northwoods wilderness and maritime park. There is one overnight lodge at the east end of the main island. Visitors come to the island to hike, backpack, motorboat, canoe, kayak, sail, scuba dive, or fish.

The primary means of access to the park are via ferry and seaplane from Houghton, Michigan, and via ferry from Copper Harbor, Michigan and Grand Portage, Minnesota. About 30% of visitors travel to the park in private boats. The park is open from mid-April through the end of October; it is closed the rest of the year due to extreme winter weather conditions and for protection of wildlife and for the safety and protection of visitors.

Isle Royale is comprised of a series of parallel ridges and valleys oriented along the same axis. Many of the park’s 165 miles of hiking trails follow ridge lines. Swamps and other wetlands are common throughout the park.

Isle Royale is densely forested. The waters of Lake Superior remain cool year-round, creating cool, moist conditions near the shoreline where northern boreal spruce-fir forests are found. The warmer and drier interior of the island is covered, especially at the southwestern end of the island, in sugar maple, yellow birch, and other northern hardwoods.

Many mammals common to the continental mainland are not found on Isle Royale because of the island’s isolation in Lake Superior. The island’s best known species are the timber wolf and moose, but at least twelve others, including beaver, red fox, and snowshoe hare, can also be found. Birds on Isle Royale are similar to those on the mainland. Relatively little is known about the island’s reptile and amphibian populations. The fish of Isle Royale are one of the park’s most significant natural resources.

Human activity on Isle Royale can be traced back at least 4,500 years, when Native American groups first began using the island’s copper and other natural resources. Fur trapping, the island’s first historic commercial activity, was followed by copper mining, commercial fishing, logging, and vacationing. Evidence of most of these activities remains on the island today.

PARK PURPOSE AND SIGNIFICANCE

Park purpose statements are based on park legislation and legislative history, other special designations, and NPS policies. The statements reaffirm the reasons for which Isle Royale was set aside as part of the national park system. Purpose statements provide the foundation for park management and use.
Draft purpose statements were reviewed by the park staff and the public. The following statements reflect changes in response to comments.

- preserve and protect the park’s wilderness character for use and enjoyment by present and future generations
- preserve and protect the park’s cultural and natural resources and ecological processes
- provide opportunities for recreational uses and experiences that are compatible with the preservation of the park’s wilderness character and park resources
- provide park-related educational and interpretive opportunities for the public
- provide opportunities for scientific study of ecosystem components and processes, including human influences and use, and share the findings with the public

Park significance statements capture the essence of the park’s importance to the nation’s natural and cultural heritage. Significance statements do not inventory park resources; rather, they describe the park’s distinctiveness and help to place the park in its regional, national, and international contexts. Understanding park significance helps managers make decisions that preserve the resources and values necessary to accomplish the park’s purposes.

The following significance statements were developed for Isle Royale National Park and were refined based on park staff and public comments.

- This maritime park, a U. S. biosphere reserve, encompasses a remote and primitive wilderness archipelago isolated by the size and power of Lake Superior.
- Isle Royale is world renowned for its long-term wolf/moose predator/prey study. The park offers outstanding possibilities for research in a remote, relatively simple ecosystem where overt human influences are limited.
- Park waters contain the most productive native fishery and genetically diverse lake trout populations in Lake Superior.

PARK EMPHASIS STATEMENTS

Park emphasis statements flow out of the park significance statements and incorporate key resources and stories that characterize Isle Royale National Park. These statements are emphasized in the park’s education and interpretation programs. They also serve as broad guiding principles for other park programs and for priority setting. More specific statements for interpretation, resource management, and park operations may be developed from the park emphasis statements.

The park staff developed the following set of park emphasis statements that incorporate ideas expressed by the public.

- Self-sufficiency is a way of life on Isle Royale. Self-sufficiency is as important today for park backpackers, canoeists, and boaters as it was for those who first used and settled the island — Native Americans, European miners, lighthouse keepers, commercial fishermen, and island summer residents.

- Wilderness has many meanings to many people. For Isle Royale National Park, the meaning is defined by the Wilderness Act of 1964, which states a wilderness is an area “... affected primarily by the forces of nature, with the imprint of man’s work substantially unnoticeable, [and] has outstanding opportunities for solitude or a primitive and unconfined type of recreation ...”
PLANNING BACKGROUND

- Isle Royale rose from the depths of Lake Superior some 11,000 years ago and remains ecologically connected to the lake; the forces of the lake still shape and nurture the landscape. The park offers visitors a chance to experience wilderness, seclusion, solitude, and recreation. It restores the human spirit. It is a wilderness to be entered on its own terms. It is an adventure.

- Adventure, simple living, and solitude are important parts of an Isle Royale visit. In order to ensure these kinds of experiences, park users must have the skills and habits that foster an ethic of “leave no trace” on the island.

- Isle Royale is a living laboratory where plant and animal life can be studied in a relatively simple ecosystem. The theory of island biogeography is illustrated by both the limited number and variety of species to be found in the park.

- Because of Isle Royale’s generally undisturbed setting, it is an important source of information about the world around us — how the world evolved, how the impacts of civilization have altered natural systems, and what the unmodified environment holds.

- Isle Royale, as a U. S. biosphere reserve, is a valuable asset as a natural baseline that reveals the extent of impacts elsewhere, as a site where scientists and students can study natural processes, as a gene pool helping to maintain the diversity of a northern boreal forest and Lake Superior, and as a sanctuary for certain plants and animals that cannot survive outside of isolated wilderness.

- For thousands of years people have lived an episodic existence on Isle Royale. For centuries the presence of pure copper has drawn people to the island. Similarly, people have been drawn by the island’s spectacular scenery and wilderness opportunities to establish resorts and summer housing on the island. An abundant fishery attracted many. Although the remnants of mining activity, commercial fishing, and the resort era are melding into the landscape, wilderness visitors may still find traces of the park’s rich history.

- Isle Royale has a rich maritime heritage. The island serves as a significant navigational reference point, a refuge from storms, and a treacherous obstacle to mariners. For well over a century its lighthouses have guided ships safely through passages. The park’s waters are the final resting place for an array of shipwrecks that provide an underwater museum that includes many types and stages of maritime technology.

- The National Park Service is striving to sustain the native fishery of Isle Royale National Park — perhaps the most exceptional fishery in the Great Lakes region. For centuries Isle Royale’s waters have drawn fishermen — prehistoric people, immigrant commercial fishermen, and today’s sports fishermen. A relic of the past adaptive fishing lifestyle and technology still remains as a reminder of this significant island culture.
Management

Purpose and significance of Isle Royale National Park

The purpose of Isle Royale National Park is to:

Preserve and protect the park's wilderness character for use and enjoyment by present and future generations.

Preserve and protect the park's cultural and natural resources and ecological processes.

Provide opportunities for recreational uses and experiences that are compatible with the preservation of the park's wilderness character and park resources.

Provide park-related educational and interpretive opportunities for the public.

Provide opportunities for scientific study of ecosystem components and processes, including human influences and use, and share the findings with the public.

Isle Royale National Park is significant because:

This maritime park, an international biosphere reserve, encompasses a remote and primitive wilderness archipelago isolated by the size and power of Lake Superior.

Isle Royale is world renowned for its long-term wolf/moose predator/prey study. The park offers outstanding possibilities for research in a remote relatively simple ecosystem where overt human influences are limited.

Park waters contains the most productive native fishery and genetically diverse lake trout populations in Lake Superior.

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Did You Know?

Based on wilderness land area, Isle Royale’s Wilderness is the most densely used of all of the National Parks.
7. Isle Royale National Park

An Act To provide for the establishment of the Isle Royale National Park, in the State of Michigan, and for other purposes, approved March 3, 1931 (46 Stat. 1514)

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That when title to all alienated lands within Isle Royale in Lake Superior, Keweenaw County, Michigan, and immediately surrounding islands as shall be designated by the Secretary of the Interior in the exercise of his judgment and discretion as necessary or desirable for national-park purposes, shall have been vested in the United States and exclusive jurisdiction over the same shall have been ceded by the State of Michigan to the United States, said area shall be, and hereby is, established, dedicated, and set apart as a public park for the benefit and enjoyment of the people, and shall be known as the Isle Royale National Park: Provided, That the United States shall not purchase by appropriation of public moneys any lands within the aforesaid area, but such lands shall be secured by the United States only by public or private donation. (U.S.C., 6th supp., title 16, sec. 408.)

Sec. 2. The Secretary of the Interior is hereby authorized, in his discretion and upon submission of evidence of title satisfactory to him, to accept on behalf of the United States title to any lands located on said islands offered to the United States, without cost, as may be deemed necessary or desirable for national-park purposes. (U.S.C., 6th supp., title 16, sec. 408a.)

Sec. 3. The administration, protection, and development of the aforesaid park shall be exercised under the direction of the Secretary of the Interior by the National Park Service, subject to the provisions of the Act of August 25, 1916 (39 Stat. 535), entitled "An Act to establish a National Park Service, and for other purposes," as amended: Provided, That the provisions of the Act approved June 10, 1920, known as the Federal Water Power Act, shall not apply to this park. (U.S.C., 6th supp., title 16, sec. 408b.)

An Act To establish a minimum area for a Shenandoah National Park, for administration, protection, and general development by the National Park Service, and for other purposes, approved February 4, 1932 (47 Stat. 37)

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That the minimum area for administration, protection, and general development by the National Park Service in the Shenandoah National Park, the establish-
In accordance with regulations and the delegated authority provided in Title 36, Code of Federal Regulations ("36 CFR"), Chapter 1, Parts 1-7, authorized by Title 16 United States Code, Section 3, the following provisions apply to all lands and waters administered by the National Park Service (NPS), within the boundaries of Isle Royale National Park. Unless otherwise stated, these regulatory provisions apply in addition to the requirements contained in 36 CFR, Chapter 1, Parts 1-7.

Written determinations that explain the reasoning behind the Superintendent's use of discretionary authority, as required by Section 1.5(c), appear in Section IV of this document.

I. 36 CFR §1.5 – VISITING HOURS, PUBLIC USE LIMITS, CLOSURES, AND AREA DESIGNATIONS FOR SPECIFIC USE OR ACTIVITIES

(a)(1) The following visiting hours and public use limits are established for all or for the listed portions of the park; and the following closures are established for all or a portion of the park to all public use or to a certain use or activity:

Visiting Hours:
- All islands, including the main island of Isle Royale National Park, are closed to public use from November 1 – April 15.
- Portions of park docks may be closed to public mooring for the following periods of time, or as posted, to accommodate concessions and park operations.
  - The following docks are closed to accommodate passenger ferry operations according to the following schedule. Times are listed in eastern daylight time (EDT).
    - Daisy Farm: Tues/Thurs/Sun 9:30 a.m.
    - Chippewa Harbor: Tues/Thurs/Sun 10 a.m.
    - Malone Bay: Tues/Thurs/Sun 11 a.m.
    - McCargoe Cove: Mon/Wed/Sat 2:30 p.m.
    - Belle Isle: Mon/Wed/Sat 3 p.m.
    - Windigo – northeast: Daily (June 1 – Labor Day) 12:30-4 p.m.
    - Windigo – southwest: Mon/Wed/Sat 10:15-11:30 a.m.
    - Windigo – southwest: Tues/Thurs/Sun 1-2 p.m.
  - The following docks are closed to accommodate the Rock Harbor Lodge tour boat m/v Sandy according to the following schedule. Times are listed in EDT.
    - Passage Island: Mon/Fri 2:30-5:30 p.m.
    - Hidden Lake: Tues/Thurs 9:30-11:30 a.m.
    - McCargoe Cove: Wed 11-3 p.m.
    - Edisen Fishery: Thurs 2:30-5 p.m.
    - Raspberry Island: Daily 8-9 p.m.
• The following docks are open for day use only from 6 a.m. until 10 p.m. EDT.
  o Amygdaloid Island (except for residents or invited guests of residents)
  o Crystal Cove
  o Edisen Fishery
  o Hidden Lake
  o Mott Island (except for residents or invited guests of residents)
  o Passage Island
  o Raspberry Island
  o Wright Island
  o Any NPS or concession fuel dispensing dock
  o Any other dock posted as closed to overnight use
• The following docks are closed to public use.
  o America Dock in Rock Harbor
  o Malone Bay Dock – North side
  o Ranger III Dock at Mott Island
  o Ranger III Dock in Rock Harbor
  o Any other dock posted as closed to public entry
• Shipwreck America is closed between the hours of 12 p.m. (noon) and 2 p.m. EST between June 1 and Labor Day.

Boating and Aircraft:
• (1) All inland lakes and streams are closed to the use or possession of motorized vessels and aircraft.
• (2) All vessels (including non-motorized craft such as canoes and kayaks), motors, and trailers transported to the park via the Ranger III (or other vessels) must be decontaminated prior to being loaded at the Houghton dock. “Decontamination” can be accomplished by any of the following:
  o Clean and dry watercraft, and/or all associated gear and equipment so they are dry and free of any vegetation, animals, and mud, and that the bilges, live wells, and other compartments are also clean, dry, and free of all organic material. A minimum of 5 days of drying before loading is required.
  o Wash the vessel, bilge, and equipment with hot (>104º F) and/or high pressure water.
• (3) All aircraft and vessels (including non-motorized craft such as canoes and kayaks), motors, and trailers visiting or transiting within the boundaries of Isle Royale National Park must be decontaminated prior to entering the waters of the park (which extend for 4.5 miles from Isle Royale and the outer islands, including Passage Island, or to the international boundary). “Decontamination” can be accomplished by any of the following:
  o Clean and dry the watercraft and/or all associated gear and equipment the vessel must be dry and free of any vegetation, animals, and mud, and that the bilges, live wells, and other compartments must be clean, dry, and free of all organic material. A minimum of 5 days of drying is required before loading.
  o Wash the vessel, bilge, and equipment with hot (>104º F) and/or high pressure water.
  o Wash the vessel, bilge, and equipment with disinfectant.
• (4) If the vessel is large and not trailerable, or below the water line is not visible, the vessel owner/operator shall inspect the vessel hull, outdrive, trim tabs, and motors for attached Aquatic Invasive Species prior to entering Isle Royale National Park waters. All vessels, regardless of size or configuration, are subject to inspection for Aquatic Invasive Species at the island. Vessel owners are responsible for Aquatic Invasive Species decontamination prior to entering park waters.
• (5) The Chickenbone Lake outlet, an unnamed stream between Chickenbone Lake and McCargoe Cove, is closed to all vessels including paddle craft.

Determination for bullets 2, 3, 4 in Boating and Aircraft: See Section IV, note 1.
Use of electronic devices, generators, and other mechanical devices within Isle Royale National Park.

- The operation of electronic and motorized devices, including, but not limited to stereos, televisions, radios tuned to commercial stations, and portable generators, is prohibited within the following zones established by the park’s GMP/FEIS: Frontcountry Zone, Wilderness Portal Zone, Backcountry Zone, Primitive Zone, Pristine Zone, and Quiet/No Wake Zone. These zones include approximately 99 percent of the terrestrial land area of the park. The use of marine band radios and other emergency communication devices is allowed within these zones consistent with the requirements of 36 CFR 2.10(a)(4) Camping and Food Storage, 36 CFR 2.12 Audio Devices, and 36 CFR 2.34 Disorderly Conduct.

- The use of electronic devices such as stereos, televisions, and radios tuned to commercial stations is allowed within the Developed Zones (Windigo, Rock Harbor, and Mott Island) and the Lake Superior Open Water Motorized Zone, subject to the requirements of 36 CFR 2.10(a)(4), 2.12, and 2.34. Park employees and life-leasees, whose residences are located within Quiet/No Wake Zones, may operate electronic devices if the noise associated with such devices is kept low enough that it cannot be heard outside the immediate vicinity of the residence.

**Determination:** See Section IV, note 2.

Use of permanently installed on-board vessel generators.

- Operation or use of a permanently installed on-board vessel generator is prohibited at public docks at the following locations:
  - Birch Island
  - Chippewa Harbor
  - Daisy Farm
  - Duncan Narrows
  - Duncan Bay
  - McCargoe Cove
  - Merritt Lane
  - Moskey Basin
  - Three Mile
  - Todd Harbor
  - Tookers Island
  - Siskiwit Bay

- Operation or use of a permanently installed (by the boat manufacturer) on-board vessel generator is allowed at all other boat docks otherwise open and available for public camping or overnight use, subject to the requirements of 36 CFR 2.10(a)(4), 2.12, and 2.34.

- Operation or use of a permanently installed on-board vessel generator is allowed by vessels at anchor within Quiet/No Wake Zones except when anchored within 1/4 mile of a designated park campground (see Boating and Water Use Activities, Section 3.6 – Prohibited Operations).

**Determination:** See Section IV, note 3.

**Fishing:**

- State regulations apply unless otherwise specified.
- Fishing on Lake Superior waters (Determination number 4).
  - Transporting fish or fish parts for use as bait to the park is prohibited.
  - The possession or use of fish as bait within the Lake Superior waters of the park is limited to:
    - Only those fish and or fish parts taken from fish that are caught within Isle Royale National Park waters, where the fish or fish parts used for bait are taken by lawful fishing methods, OR
    - Fish or fish parts obtained by the park and distributed to anglers as bait that is clear of viruses or diseases.
    - Fish or fish parts used for bait within the Lake Superior waters of the park can only be used during the current visit and cannot be used during subsequent visits.
• Brook trout (Determination number 5).
  ▪ Daily Catch and Possession Limit:
    • Catch and release only; no possession allowed.
• Fishing the inland lakes, streams, and rivers of Isle Royale.
  o Method of take; all species:
    ▪ Live, dead, or preserved bait or organic food may not be used or possessed at any time.
    ▪ Only barbless hooks may be used.
    ▪ Artificial lures only may be used. “Artificial lure” means any lure that is man-made, an imitation of or as a substitute for natural bait, used to attract fish for the purpose of taking them, and includes artificial flies.
  o Brook trout (Determination number 5). It shall be unlawful to take brook trout in any manner from Hidden Lake, or the streams, rivers, and creeks of Isle Royale National Park that are tributaries of Lake Superior, except as “catch and release” and with the following restrictions:
    ▪ Season:
      • Last Saturday in April through Labor Day.
    ▪ Size Limit:
      • Catch and release only; no size limit.
    ▪ Daily Catch and Possession Limit:
      • Catch and release only; no possession allowed.
  o Rainbow trout (Determination number 6) may be taken in the streams, rivers, and creeks of Isle Royale National Park that are tributaries of Lake Superior with the following restrictions:
    ▪ Season:
      • Last Saturday in April through Labor Day.
    ▪ Size Limits:
      • Minimum size is 7 inches.
    ▪ Daily Catch and Possession Limits:
      • Five fish with no more than three fish over 15 inches.
  o Lake trout in Siskiwit Lake (Determination number 7) may be taken with the following restrictions:
    ▪ Season:
      • April 16 through October 31.
    ▪ Size Limits:
      • Minimum size is 15 inches.
    ▪ Daily Catch and Possession Limits:
      • Three fish.
  o Northern pike (Determination number 8). It shall be unlawful to possess northern pike from any interior lakes within Isle Royale National Park that are greater than 30 inches in length.
    ▪ Season:
      • May 15 through October 31.
    ▪ Size Limits:
      • No Minimum size; maximum size is 30 inches.
    ▪ Daily Catch and Possession Limits:
      • Five in combination with walleye, but no more than two northern pike.
  o Lake Herring (cisco) and Lake Whitefish, Coregonus sp. (Determination number 9). It shall be unlawful to take cisco or whitefish in any manner from inland lakes within Isle Royale National Park, except as “catch and release” and with the following restrictions.
    ▪ Season:
      • April 16 through October 31.
    ▪ Size Limits:
      • Catch and release only; no size limit.
    ▪ Daily Catch and Possession Limits:
      • Catch and release only; no possession allowed.

**Determination:** See Section IV, notes 4-9.
Diving:
- The following areas are closed to diving use:
  - Passage Island small boat cove.
  - Inland lakes.
  - Shipwreck America between the hours of 10:00 a.m. and 12 noon EST, between June 15 and Labor Day.
- Wreck mooring buoys.
  - Shipwreck buoys are to be used only by divers with a valid permit during actual dive operations.
  - No more than two vessels are to be moored at any one time.
  - Overnight mooring on buoys is not allowed.
- All SCUBA diving equipment (Determination number 10), regardless of dive locations prior to arriving at the park, must be decontaminated and clear of aquatic nuisance species before diving in the waters of Isle Royale National Park. This can be accomplished by the following:
  - Soak all dive equipment in a chlorine solution of ½ ounce bleach per gallon of hot (>104°F) water for 10 minutes and then rinse with tap water, OR
  - Allow dive equipment to dry thoroughly for at least 14 days ensuring that all interior and exterior surfaces and parts, including, but not limited to the internal BCD bladder, inside inflator and regulators, and pockets or hard to dry areas of exposure suits, are completely dry.

_Determination: See Section IV, note 10._

General:
- Use of motorized or non-motorized, wheeled vehicles such as bicycles, tricycles, “deer carriers,” boat/canoe portaging devices, and wagons are prohibited in all areas, except for tricycles, bicycles, and similar devices in developed area of Mott Island, and the immediate employee housing areas of Rock Harbor and Windigo.
- Camping conditions are identified in Section 2.10 of this compendium.
- Transportation, importation, and/or possession of firewood obtained (Determination number 11) from sources outside of Isle Royale National Park are prohibited.

_Firewood Determination: See Section IV, note 11._

Closures:
- No person shall knowingly enter an area within ¼ mile of an active eagle or osprey nest.

_Determination: See Section IV, note 12._

- No person shall knowingly enter an area within ¼ mile of an active wolf den site.

_Determination: See Section IV, note 13._

(a)(2) The following areas have been designated for a specific use or activity under the conditions and/or restrictions as noted:

Compressors:
The use or operation of a portable or permanently installed on-board compressor to fill SCUBA diving tanks is prohibited at all times and locations within the park except as provided below.
- A portable or permanently installed on-board compressor may be operated as follows:
While underway in the Lake Superior Open Water Motorized Zone.
When moored at any shipwreck mooring buoy within the park, between the hours of 6 a.m. to 10 p.m. EDT.
At the Windigo and Snug Harbor public docks between the hours of 8 a.m. to 12 p.m. (noon) and 3:30 p.m. to 5 p.m. EDT.
The far west end of Florence Bay, Glenfiddick Bay (west and north of Duncan Bay), and the unnamed southwestern arm of Five Finger Bay (lying between Stockly Bay and Duncan Bay), between the hours of 8 a.m. to 5 p.m. EDT.

**Determination:** See Section IV, note 14.

**Camping:**
- Please refer to §2.10 for detailed camping area designations.

**Public Assemblies, Meetings:**
- Please refer to §2.51 for detailed public assembly area designations.

**Sale or Distribution of Printed Matter:**
- Please refer to §2.52 for detailed area designations for the distribution of printed matter.

**Quiet/No Wake Zones:**
- Operating a vessel in excess of 5 mph or creating a wake in areas so designated is prohibited.
  - Establishment of Quiet/No Wake Zones. The following Quiet/No Wake Zones are designated within the boundaries of Isle Royale National Park:
    - **Barnum/Washington Islands:** the sheltered waters bordered on the North by Barnum Island, on the west and south by Washington Island, and on the east by Booth Island.
    - **Chippewa Harbor:** all of Chippewa Harbor beginning at the small, unnamed island of rock located at the narrow entrance to the harbor.
    - **Conglomerate Bay:** all of Conglomerate Bay.
    - **Crystal Cove:** all of Crystal Cove on the northeast end of Amygdaloid Island.
    - **Hay Bay:** beginning at a point 1/8 mile northeast of the Hay Bay Campground and dock, thence southwesterly to the end of the bay.
    - **Duncan Bay:** all of Duncan Bay, including side bays, beginning at the Duncan Bay Narrows.
    - **Five Finger Bay (including Stockly Bay):** all waters within these two bays located south of a line running from Hill Point, thence northeasterly on a straight line through Battleship Island to the main island of Isle Royale.
    - **Johns Island:** the entire small cove located on the northeast side of the island.
    - **Lane Cove:** all of Lane Cove.
    - **Lorelei Lane:** the narrow waterway beginning at the northeast end of Mott Island, thence northeasterly to Smithwick Channel. This designated zone is bordered on the south by a line of named and unnamed islands including (from southwest to northeast) Outer Hill, Mad, and Heron islands. The zone is bordered on the north by Inner Hill, Star, Davidson, Tookers, Shaw, and Smithwick islands.
    - **Malone Bay:** that portion of Malone Bay bordered on the east and south by Hat, Ross, and Malone islands, thence northerly to the point of land adjacent to the Malone Bay dock, thence northeasterly along the shoreline back to Hat Island.
    - **McCargoe Cove (including Brady Cove):** all of McCargoe Cove, beginning at Indian Point at the mouth of McCargoe Cove.
    - **Merritt Lane:** all of Merritt Lane, beginning at Red Rock Point near the southwest end of Porter Island, thence northeasterly to a point 1/8 mile northeast of the Merritt Lane Campground dock, and including all waters bounded by Porter Island on the west, Long Island, and Third islands on the south, and Elizabeth and Merritt islands on the east.
• **Moskey Basin:** beginning at Baker Point and including all of Moskey Basin.
• **Passage Island:** all of the Small Boat Cove on the south side of Passage Island.
• **Robinson Bay, Pickerel Cove, and Belle Harbor Area:** all of the named waters. The coastline of Belle Isle (south shore) and the main island (Isle Royale) define the north, west, and south perimeters of the zone. The eastern perimeter begins at the northeast end of Belle Isle, thence southeast to the southwest end of Cork Island, thence northeasterly to the southwest end of Dean Island, thence northeast along the south shore of Dean Island to the northeast end of the island, and finally on a direct line to Hill Point.
• **Tobin Harbor:** the western half of Tobin Harbor, beginning at a line connecting Moose Point on the south and the Duncan Bay Portage Trail on the north, thence southwesterly to the west end of the harbor.
• **Todd Harbor:** beginning at Kamloops Point, thence following the coastline southwesterly around the perimeter of the harbor to Wilson Point, thence northeasterly on a direct line back to Kamloops Point.
• **Wright Island:** the sheltered cove adjacent to the historic Wright Island Fishery located on the southwest side of Wright Island.

**Determination:** See Section IV, note 15.

**Discharge of Ballast Water:**
- The discharge of any untreated ballast water that comes from outside of park waters is prohibited within the boundaries of Isle Royale National Park.
  - The boundaries include those waters within the territorial jurisdiction of the United States within 4.5 miles of the shore of Isle Royale and immediately surrounding islands, including Passage Island, Gull Islands, and international boundary.
  - Untreated ballast water is defined as ballast water that is not treated by one or more of the State of Michigan Department of Environmental Quality treatment methods. The following ballast water treatment methods are acceptable: 1) hypochlorite treatment; 2) deoxygenation treatment, 3) chlorine dioxide treatment; and 4) ultra violet light radiation treatment preceded by suspended solids removal. Requirements for each of these treatment techniques can be found within the State of Michigan Department of Environmental Quality, Ballast Water Control General Permit, Port Operations and Ballast Water discharge, Permit No. MIG140000.

**Determination:** See Section IV, note 16.

**II. 36 CFR §1.6 – ACTIVITIES THAT REQUIRE A PERMIT**

Unless otherwise indicated for specific permits, all inquiries should be made to:

Superintendent
Isle Royale National Park
800 East Lakeshore Drive
Houghton, MI 49931

(f) The following is a compilation of those activities for which a permit from the Superintendent is required:
- §1.5(d) The following activities related to Public Use Limits
- §2.4(d) Carry or possess of certain types weapons, traps, or nets.
  Contact Chief Ranger at the above address.
- §2.5(a) Research specimen collection (take plant, fish, wildlife, rocks, or minerals).
  Contact Chief of Natural Resource Management at address above.
§2.10(a) The following camping activities:
  o Camping - available at visitor centers; boating parties can also obtain permits online at www.nps.gov/isro.
  o Cross-Country Camping - available at visitor centers.
  o Group Camping - contact Group Camping Office at 906.482.0984, or email ISRO_groupreserve@nps.gov.
  
  Camping conditions are identified in Section 2.10 of this compendium.

§2.12 Audio Disturbances:
  o (a)(2) Operating a chain saw in developed areas.
  o (a)(3) Operation of any type of portable motor or engine, or device powered by a portable motor or engine in non-developed areas (e.g., portable generator).
  o (a)(4) Operation of a public address system in connection with a public gathering or special event for which a permit has been issued pursuant to §2.50 or §2.51.

§2.17 Aircraft and Air Delivery:
  o (a)(3) Delivery or retrieval of a person or object by parachute, helicopter, or other airborne means.
  o (c)(1) Removal of a downed aircraft.

§2.37 Soliciting or demanding gifts, money goods, or services (pursuant to the terms and conditions of a permit issued under §2.50, §2.51, or §2.52).

§2.38 Explosives:
  o (a) Use, possess, store, or transport explosives or blasting agents.
  o (b) Use or possess fireworks.

§2.50(a) Special Events: Conduct a sports event, pageant, regatta, public spectator attraction, entertainment, ceremony, and similar events (e.g., weddings).
  o Contact Chief Ranger at address above.

§2.51(a) Public assemblies, meetings, gatherings, demonstrations, parades, and other public expressions of views.

§2.52(c) Sale or distribution of printer matter.

§2.61(a) Residing on Federal lands (use and occupancy).

§2.62 Memorialization:
  o (a) Erection of monuments (requires approval from regional director).
  o (b) Scattering ashes from human cremation.

§3.19 Use of manned or unmanned submersibles.

§5.1 Advertisements (display, posting, or distribution).

§5.2(b) Sale of intoxicants on private lands.

§5.3 Engaging in or soliciting any business - requires a permit (CUA, SUP), contract, or other written agreement with the United States, or must be pursuant to special regulations.
  o Contact Chief Ranger at address above.

§5.5 Commercial Photography/Filming.

§5.7 Construction of buildings, facilities, trails, roads, boat docks, path, structure, etc.

§6.9(a) Operation of a solid waste disposal site.

§7.38(b) Underwater diving, with the aid of an underwater breathing apparatus.
  o Available in person at visitor centers.

§7.38(c) Entry of service dogs in compliance with ADA regulations.

III. GENERAL REGULATIONS

36 CFR §2.1 – PRESERVATION OF NATURAL, CULTURAL, AND ARCHEOLOGICAL RESOURCES

(a)(4) Dead wood on the ground and driftwood may be collected for use as fuel for campfires within the park in the following areas:
  
  In areas with park-provided fire rings or grills (see Section 2.13).
  Near campgrounds when using a self-contained wood-burning backpacking stove.
  Driftwood along Isle Royale’s Lake Superior shoreline.
(c)(1) and (c)(2) Fruits, nuts, or berries may be gathered by hand for personal use or consumption, only in accordance with the noted size, quantity, collection sites and/or use or consumption restrictions:

- The following fruits, nuts, and berries may be gathered:
  - Apples
  - Beach peas
  - Blueberries
  - Chokecherries
  - Cranberries
  - Currants
  - Elderberries
  - Hazel nuts
  - Juneberries
  - Mushrooms
  - Pin cherries
  - Raspberries
  - Rhubarb
  - Rose hips
  - Strawberries
  - Thimbleberries
  - Wintergreen berries

- Listed fruits, nuts, and berries may be gathered in quantities not to exceed one quart per person per day; except for apples which may be gathered in quantities not to exceed two gallons per person per day; and blueberries, raspberries, thimbleberries, and mushrooms which may be gathered in quantities not to exceed four quarts per person per day.

  **Determination:** See Section IV, note 17.

36 CFR §2.2 - WILDLIFE PROTECTION

(d) The transporting of lawfully taken wildlife through the park is allowed under the following conditions and procedures:

- Transporting wildlife through Isle Royale National Park is prohibited.

(e) The following areas are closed to the viewing of wildlife with the use of an artificial light:

  - Use of artificial light to view wildlife is prohibited except by: 1) flashlights not exceeding 2,000 candlepower, and 2) individual photographic strobe flash units.

36 CFR §2.3 - FISHING

(d)(2) Possession or use of live or dead minnows or other bait fish, amphibian, non-preserved fish eggs, or roe is allowed in the following fresh water areas:

- Possessing or using as bait for fishing in inland waters, live or dead minnows or other bait fish, amphibians, non-preserved fish eggs, or fish roe is prohibited. Possession or use of insects and invertebrates (e.g., leeches, worms, and clams) is prohibited.

(d)(8) Fishing is allowed in or from the following otherwise prohibited areas:

  **Public boat docks:**
  - Fishing is allowed from all public boat docks, so long as it does not interfere with boat traffic.

36 CFR §2.10 – CAMPING and FOOD STORAGE

(a) The sites and areas listed below have been designated for camping activities as noted. A permit system has been established for certain campgrounds or camping activities, and conditions for camping and camping activities are in effect as noted:
• Permit required for all overnight stays within the park, except Rock Harbor Lodge guests, and guests of employees and/or authorized residents staying at their assigned quarters, dock, or guest housing.
• Small parties are defined as parties consisting of 1-6 persons.
• Groups are defined as parties from seven persons to no more than 10 persons.
• The following areas are closed to camping:
  o Within ½ mile of all eagle and osprey nests.
  o Passage Island.
  o All off-shore and inland lake islands except those officially designated with campsites.
  o Park zones 6, 7, 18, 19, 21, 24, 25, 38, and 43 from April 16 - September 1, except at designated campsites.
  o Park zones 42, 44, and 45, from April 16 - September 1, except at established NPS campsites and a strip ¼-mile wide along Lake Superior shoreline for cross-country canoeists, kayakers, hikers, and boaters.
  o Zones 27, 28, and 39 from April 16 - September 1, except for a strip ¼-mile wide bordering Siskiwit, Intermediate, Wood, and Whittlesey lakes, for cross-country canoeists, kayakers, and hikers.
  o Zones 32, 33, 34, 35, 36, and 50 are closed all year except at designated campgrounds due to proximity of developed areas.
  o Within ¼ mile of any trail or portage.
  o Within ½ mile from all developed areas, designated campgrounds, and fire towers.
• The following area is closed to commercial kayak trips (Determination number 18):
  o West end of the Island between Todd Harbor to the north and Fisherman’s Home to the south.

  **Determination: See Section IV, note 18.**

• The following docks are closed to camping and overnight docking/mooring. Docking/mooring is prohibited between the hours of 10 p.m. EDT and 6 a.m. EDT:
  o America Dock (Snug Harbor).
  o Amygdaloid Island Dock (except for residents or invited guests of residents).
  o Crystal Cove.
  o Edisen Fishery Dock (except for residents or invited guests of residents).
  o Hidden Lake Dock.
  o Malone Bay Dock, north side (except for residents or invited guests of residents).
  o Mott Island Docks (except for residents or invited guests of residents).
  o Passage Island Docks.
  o Ranger III Dock at Rock Harbor.
  o Raspberry Island Dock.
  o Wright Island.
  o Any NPS or concession fuel dispensing dock except the south side of Malone Bay dock.
  o Any other dock posted or signed as closed to overnight use or public entry, or private.
  o All docks assigned to life leasees, park VIPs, use and occupancy permits, and assessment fishermen, except by permission of authorized resident.
• The following buoys are closed to camping and overnight use:
  o Any shipwreck mooring buoy, except for permitted dive operations.

  **Determination: See Section IV, note 19.**

• Camping outside of the following conditions is prohibited:
  o Groups
    ▪ Groups (camping parties of 7-10 people) must have advance reservations for camping before arriving on the island.
    ▪ 10 persons is the maximum size of any camping party.
    ▪ No organization/group may have more than 20 persons camping within the boundaries of Isle Royale National Park at any one time.
• No organization/group may exceed 80 persons per year camping within the boundaries of Isle Royale National Park.
• Groups must use established group campsites.
• Groups may not use shelters or campsites other than designated group sites, or engage in cross-country overnight travel.
• Groups must not deviate from itineraries listed on backcountry permits, except when changed by an authorized NPS representative.
• Small parties (six persons or less) that are associated with other parties from the same group/organization that are camping on the island during the same time period must apply for their permits in advance. (For example, if you are organizing two small parties of six persons from your church to go canoeing at Isle Royale, you must apply for your permit in advance.)
• Small parties (six persons or less) associated with other parties from the same group/organization to camp in the same campground on the same night. (For example, your summer camp has scheduled and applied for permits in advance, for three small parties of six backpackers each to Isle Royale. During their trips, the parties may not change their itineraries in such a way as to end up in the same campground on the same night.)

- All
  • A party may only use or occupy one site at a time.
  • A party may not split up or register separately obtaining two permits for the purpose of obtaining two sites.
  • Shelters may not be used for the sole purpose of storage and/or cooking.
  • Temporary additions to shelters such as food storage boxes, lean-tos, clothes drying racks, lining with plastic, when attached with nails, staples, tape, and/or tacks, are prohibited.
  • Shelters designated for power boaters or backpackers/paddlers may be used only by power boater or by backpacker/paddler parties respectively, except after 6 p.m. EDT.
  • Tents may not be erected at shelter sites, except for free standing tents within shelters.
  • Tents may not be erected outside of tent pads where provided.

- Cross-Country
  • Only small parties of 1-6 individuals are allowed to camp in cross-country areas.
  • A cross-country permit is required for camping outside of developed campsites.
    • The camp must be out of sight and sound of other camping parties.
    • Maximum stay at any location is one night.
    • Must camp at least (tent and camping gear must be moved) ½ mile from the previous night’s stay.

- Camping longer than stay limitations at designated campgrounds and their associated docks between June 1 and Labor Day, as indicated below, is prohibited:

<table>
<thead>
<tr>
<th>Campground</th>
<th>Stay Limitation (Nights)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Beaver Island</td>
<td>3</td>
</tr>
<tr>
<td>Belle Isle</td>
<td>5</td>
</tr>
<tr>
<td>Birch Island</td>
<td>3</td>
</tr>
<tr>
<td>Caribou Island</td>
<td>3</td>
</tr>
<tr>
<td>Chickenbone Lake, East</td>
<td>2</td>
</tr>
<tr>
<td>Chickenbone Lake, West</td>
<td>2</td>
</tr>
<tr>
<td>Chippewa Harbor</td>
<td>3</td>
</tr>
<tr>
<td>Daisy Farm</td>
<td>3</td>
</tr>
<tr>
<td>Desor, North</td>
<td>2</td>
</tr>
<tr>
<td>Desor, South</td>
<td>2</td>
</tr>
<tr>
<td>Duncan Bay</td>
<td>3</td>
</tr>
<tr>
<td>Duncan Narrows</td>
<td>3</td>
</tr>
<tr>
<td>Feldtmann Lake</td>
<td>2</td>
</tr>
<tr>
<td>Grace Island</td>
<td>3</td>
</tr>
</tbody>
</table>
(b)(3) Camping within 25 feet of a fire hydrant or main road, or within 100 feet of a flowing stream, river or body of water is authorized only in the following areas, under the conditions noted:

- Camping within 100 feet of a flowing stream, river, or body of water is allowed only at designated campsites.

(d) Conditions for the storage of food are in effect, as noted, for the following areas:

- All park areas.
- All food, lawfully taken fish, garbage, and scented items (such as toothpaste, sunscreen, lip balm, etc.) shall be kept secured in a boat, ice chest, camping structure, or other container constructed of a solid, non-pliable material, and with a secure lid.
- In the backcountry, all food, garbage, and scented items shall be sealed so as to prevent smells; and secured so as to prevent access by animals.

**Determination:** See Section IV, note 20.

36 CFR §2.13 – FIRES

(a)(1) The lighting or maintaining of fires is prohibited, except as provided for in the following designated areas and/or receptacles, and under the conditions noted:

**Designated Areas:**

- Belle Isle
- Caribou Island (community fire ring only)
- Chippewa Harbor
- Duncan Bay
- Duncan Narrows
- Island Mine
- Little Todd
- Malone Bay
- Hatchet Lake 2
- Hay Bay 3
- Huginnin Cove 3
- Intermediate Lake 2
- Island Mine 3
- Lake Ritchie, Canoe In 2
- Lake Ritchie, Hike In 2
- Lake Whittlesey 2
- Lane Cove 3
- Little Todd 2
- Malone Bay 3
- McCargoe Cove 3
- Merritt Lane 3
- Moskey Basin 3
- Pickerel Cove 2
- Rock Harbor 1
- Rock Harbor Marina unlimited
- Siskiwit Bay 3
- Three Mile 1
- Tobin Harbor 5
- Todd Harbor 3
- Tooker’s Island 3
- Washington Creek 3
- Windigo Dock 5
- Wood Lake 2
- McCargoe Cove (community fire ring only)
- Rock Harbor Marina
- Siskiwit Bay (community fire ring only)
- Todd Harbor (community fire ring only)

**Receptacles Allowed:**
- Park-provided fire rings or grills, in areas designated above.

**(a)(2) The following restrictions are in effect for the use of stoves or lanterns:**
- Lighting or maintaining an open fuel-burning stove or lantern within 50 feet of a fuel-storage tank or dispensing facility is prohibited at all times.
- Self-contained backpacking wood-burning stoves are allowed (e.g., Zip Stove).
  - Self-contained wood-burning stoves hold the fire and ambers within a small fire box preventing escape, prevent the scorching of soil, and leave very little ash.

**(b) Fires must be extinguished according to the following conditions:**
- Fires must be extinguished with water and stirred until cool to the touch, with no residual hot embers.

**36 CFR §2.14 – SANITATION and REFUSE**

**(a)(7) Conditions for the disposal of fish remains near docks or within developed areas have been designated as follows:**
- Cleaning of fish directly on docks or picnic tables is prohibited.

**Developed Areas**
- Disposing of fish remains at Rock Harbor is prohibited except at the designated fish cleaning station.
- Disposing of fish remains at Mott Island is prohibited except by puncturing the air bladder and disposing of them in Lake Superior water greater than 50 feet deep with flow-through circulation, or by double bagging and disposing of in a freezer to be dedicated for fish offal disposal.
- Disposing of fish remains at Windigo is prohibited except by puncturing the air bladder and disposing of them in Lake Superior water greater than 50 feet deep with flow-through circulation, or for shore anglers without access to a boat may dispose of fish remains off the end of the main Windigo Dock.
- Disposing of fish remains at Davidson Island is prohibited except by puncturing the air bladder and disposing of them in Lake Superior water greater than 50 feet deep with flow-through circulation.

**Undeveloped Areas, On Lake Superior Waters**
- Disposing of fish remains in undeveloped areas (other than Mott, Windigo, Rock Harbor, and Davidson Island) on Lake Superior waters is prohibited except by puncturing the air bladder and disposing of them in Lake Superior water greater than 50 feet deep with flow-through circulation, or for shore anglers without access to a boat may dispose of fish remains by cutting them into pieces 4 inches or less, puncturing the air bladder, moving at least 200 feet along the shoreline away from the campground, and throwing remains as far as possible into deep water.

**Undeveloped Areas, On Inland Lake Waters**
- Disposing of fish remains on inland waters is prohibited except by cutting the remains into pieces 4 inches or less, puncturing the air bladder, and disposing of them into deepwater via canoe, or by cutting the remains into pieces 4 inches or less, puncturing the air bladder, moving at least 200 feet along the shoreline away from the campground, and throwing remains as far as possible into deep water.

**(b) Conditions for the disposal, containerization, or carryout of human body waste have been established as follows:**
- Disposing of human waste in established backcountry sites other than in designated privies is prohibited.
- In backcountry areas where privies are not available, disposing of human waste is prohibited except by burial in a hole 6 inches deep, covered with soil, out of site from a trail, and least 100 feet from any water source, high water mark of any body of water, or campsite.
• All toilet paper shall be packed out, except toilet paper disposed of in a designated privy.

36 CFR §2.15 – PETS
(e) Pets may be kept by park residents under the following conditions:
• Possession of certain pets by park residents on the islands and waters of Isle Royale National Park may be permitted with Park Superintendent review and approval. Goldfish, amphibians, turtles, and some bird species will not be allowed.
• 36 CFR 7.38 (c) closes the park area to the possession of dogs, cats, and other mammals except service dogs. A non-fee permit and a valid health certificate are needed to enter the park with a service dog.

36 CFR §2.17 – AIRCRAFT and AIR DELIVERY
(a)(1) Areas designated for operating or using aircraft are provided for in 36 CFR §7.38.
(c)(1) The removal of a downed aircraft, components, or parts thereof are subject to procedures established by the Superintendent through written authorization.

36 CFR §2.20 – SKATING, SKATEBOARDS and SIMILAR DEVICES
The use of roller skates, skateboards, roller skis, coasting vehicles, or similar devices are allowed only in the following areas:
• Using roller skates, skate boards, roller skis, coasting vehicles, or similar devices is prohibited except for roller skates and inline roller skates in the developed area of Mott Island during non-business hours.

36 CFR §2.21 – SMOKING
(a) The following portions of the park, or all or portions of buildings, structures, or facilities are closed to smoking as noted:
• Smoking is prohibited in all government-owned and operated facilities, vessels, and vehicles.
• Smoking is prohibited in all concessions dining and associated areas, stores, and shops, and any other area with concession facilities so designated by “No Smoking” signs.

36 CFR §2.22 – PROPERTY
(a)(2) Property may be left unattended for periods longer than 24 hours in the following areas and under the following conditions:
• Leaving property unattended in excess of 24 hours, without written permission of the Superintendent, is prohibited except at long-term parking areas.
• Leaving vessels unattended at concession facilities, in excess of 24 hours, without making appropriate arrangements with the concessioner, is prohibited.

36 CFR §2.23 – RECREATION FEES
(b) Recreation fees, and/or a permit, in accordance with 36 CFR part 71, are established for the following entrance fee areas, and/or for the use of the following specialized sites, facilities, equipment or services, or for participation in the following group activity, recreation events or specialized recreation uses:

Daily Site Use Fee Areas:
### Daily User Fee
$4.00 per person per day.  
Children 11 and under are exempt from the fee.

### Individual Season Pass (optional)
$50.00  
This pass is valid from April 16 through October 31 of the year indicated. The pass covers the User Fee for the person whose signature appears on the pass.

### Season Boat Rider Pass (optional)
$150.00  
This pass is valid from April 16 through October 31 of the year indicated. The pass covers the User Fee for all persons onboard, when affixed to the private boat. When camping, the pass is only good for the passengers in and following the itinerary of the vessel.

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**36 CFR §2.35 – ALCOHOLIC BEVERAGES and CONTROLLED SUBSTANCES**

(a)(3)(i) The following public use areas, portions of public use areas, and/or public facilities within the park are closed to consumption of alcoholic beverages, and/or to the possession of a bottle, can or other receptacle containing an alcoholic beverage that is open, or has been opened, or whose seal has been broken or the contents of which have been partially removed:

- Within visitor centers, historic structures, and on board the park vessel *Ranger III*, except for employees authorized to utilize such structures or vessel as quarters.

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**36 CFR §2.38 – EXPLOSIVES**

(b) Fireworks and firecrackers may be possessed and/or used in the following areas, under the conditions noted:

- Using or possessing fireworks and firecrackers (including sparklers) is prohibited in all land and water areas of the park.

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**36 CFR §2.51 – PUBLIC ASSEMBLIES, MEETINGS**

(e) The Superintendent shall designate on a map, which shall be available in the office of the Superintendent, the locations available for public assemblies:

- Public assemblies or meetings are permitted only in the areas designated at Rock Harbor, Mott Island, and Windigo.
- Grounds of historic structures, visitor centers, designated wilderness areas, or any park area during scheduled interpretive programs are closed to public assemblies without permission from the Superintendent.

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**36 CFR §2.52 – SALE or DISTRIBUTION of PRINTED MATTER**

(e) The following areas are closed to the distribution of printed matter:

- Sale or distribution of printed matter is allowed by permit and only in the areas designated at Rock Harbor, Mott Island, and Windigo.
- Grounds of historic structures, visitor centers, designated wilderness areas, or any park area during scheduled interpretive programs are closed to sale or distribution of printed matter without permission from the Superintendent.

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**36 CFR §2.62 – MEMORIALIZATION**

(b) The scattering of ashes from cremated human remains.

- A permit is required to scatter cremated human remains.

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**36 CFR §3.8 – BOATING OPERATIONS**

(b)(3) Operating a vessel in excess of flat wake speed in the following areas is prohibited:

- In all water areas surrounding any beached boat or canoe within 300 feet.
Management Policies 2006

The Guide to Managing the National Park System

August 31, 2006

Management of National Park Service Programs

This volume of Management Policies focuses exclusively on management of the national park system. Beyond managing the national park system, the National Park Service administers a broad range of programs that serve the conservation and recreation needs of the
nation and the world. Examples include the following:

- National Register of Historic Places
- National Historic Landmarks Program
- National Natural Landmarks Program
- Land and Water Conservation Fund Grants Program
- Historic American Buildings Survey
- Historic American Engineering Record
- Historic American Landscapes Survey
- American Battlefield Protection Program
- National Maritime Heritage Grants Program
- Rivers, Trails and Conservation Assistance Program
- Tribal Heritage Preservation Grants Program
- Preserve America Grants Program
- National Heritage Areas Program

Although these programs operate mainly outside the national parks, they form a vital part of the National Park Service mission. Information about the policies and procedures that govern these programs may be obtained from the appropriate NPS program managers (who are generally located in Washington, D.C.), or by visiting the NPS web site at www.nps.gov.

U. S. Department of the Interior

The Department of the Interior protects and manages the nation’s natural resources and cultural heritage; provides scientific and other information about those resources; and honors its special responsibilities to American Indians, Alaska Natives, and affiliated Island Communities.

National Park Service

The National Park Service preserves unimpaired the natural and cultural resources and values of the national park system for the enjoyment, education, and inspiration of this and future generations. The National Park Service cooperates with partners to extend the benefits of natural and cultural resource conservation and outdoor recreation throughout this country and the world.

Management Policies

2006

The national park system was created to conserve unimpaired many of the world’s most magnificent landscapes, places that enshrine our nation’s enduring principles, and places that remind us of the tremendous sacrifices Americans have made on behalf of those principles. They are the most remarkable collection of places in America for recreation and learning. Visitors can immerse themselves in places where events actually happened and enjoy some of the most significant natural and historic places in America. These are places that offer renewal for the body, the spirit and the mind. As required by the 1916 Organic Act, these special places must be managed in a special way—a way that allows them to be enjoyed not just by those who are here today, but also by generations that follow. Enjoyment by present and future generations can be assured only if these special places are passed on to them in an unimpaired condition. And that is the challenge that faces all the employees of the National Park Service. It is a challenge eagerly embraced, but employees must have the tools required to perform the job successfully. The Management Policies contained in these pages represent one of the most important tools available. Through their judicious and consistent application, these policies will set a firm foundation for stewardship that will continue to earn the trust and confidence of the American people.
Underlying Principles

The National Park Service adhered to a number of principles in preparing this 2006 edition of *Management Policies*. The key principles were that the policies must:

- comply with current laws, regulations and executive orders;
- prevent impairment of park resources and values;
- ensure that conservation will be predominant when there is a conflict between the protection of resources and their use;
- maintain NPS responsibility for making decisions and for exercising key authorities;
- emphasize consultation and cooperation with local/state/tribal/federal entities;
- support pursuit of the best contemporary business practices and sustainability;
- encourage consistency across the system —“one national park system”;
- reflect NPS goals and a commitment to cooperative conservation and civic engagement;
- employ a tone that leaves no room for misunderstanding the National Park Service’s commitment to the public’s appropriate use and enjoyment, including education and interpretation, of park resources, while preventing unacceptable impacts;
- pass on to future generations natural, cultural, and physical resources that meet desired conditions better than they do today, along with improved opportunities for enjoyment.

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commemorative work will

- be designed and sited to avoid disturbance of natural and cultural resources and values;
- be located in surroundings relevant to its subject;
- be constructed of materials suitable to and compatible with the local environment;
- meet NPS design and maintenance standards;
- not encroach on any other preexisting work or be esthetically intrusive;
- not interfere significantly with open space and existing public use;
- not divert attention from a park’s primary interpretive theme; and
- not be affixed to the historic fabric of a structure.

The Director may order the removal or modification of commemorative works that were installed without proper authorization, or that are inconsistent with the policies in this section. Temporary forms of in-park recognition, and permanent forms that will not be installed within park boundaries, do not require the Director’s approval.

The naming of geographic features is subject to approval by the U. S. Board on Geographic Names. NPS proposals for naming geographic features will follow the procedures described in Director’s Order #63: Geographic Names.

(Also see Director’s Order #67: Copyright and Trademarks; U. S. Board on Geographic Names “Principles, Policies, and Procedures: Domestic Geographic Names”)

9.6.4 Preexisting Commemorative Works

Many commemorative works have existed in the parks long enough to qualify as historic features. A key aspect of their historical interest is that they reflect the knowledge, attitudes, and tastes of the persons who designed and placed them. These works and their inscriptions will not be altered, relocated, obscured, or removed, even when they are deemed inaccurate or incompatible with prevailing present-day values. Any exceptions from this policy require specific approval by the Director.

9.6.5 Donated Commemorative Works

Although commemorative works and other forms of in-park permanent recognition will not be used to recognize monetary contributions or other donations to a park or the Service, there may be occasions when an authorized or approved commemorative work will be offered or provided by a private donor. Placing donor names on commemorative works will be discouraged. If they do appear, donor names will be conspicuously subordinate to the subjects commemorated. Donations of commemorative works should include sufficient funds to provide for their installation, and an endowment for their permanent care.

(See Nonpersonal Services 7.3.2; Cemeteries and Burials 8.6.10. Also see Director’s Order #64: Commemorative Works and Plaques)

9.6.6 Commemorative Works in National Cemeteries

Regulations governing commemorative works associated with national cemeteries are found in 36 CFR Part 12; and Director’s Order #61: National Cemetery Operations.

10 Commercial Visitor Services

Through the use of concession contracts or commercial use authorizations, the National Park Service will provide commercial visitor services that are necessary and appropriate for public use and enjoyment. Concession operations will be consistent to the highest practicable degree with the preservation and conservation of resources and values of the park unit. Concession operations will demonstrate sound environmental management and stewardship.
10.1 General

Commercial visitor services will be authorized through concession contracts or commercial use authorizations, unless otherwise provided by law. Section 10.2 below addresses concession authorizations; section 10.3 addresses commercial use authorizations.

(See Leases 8.12. Also see Director’s Orders #48A: Concession Management, and #48B: Commercial Use Authorizations)

10.1.1 Leasing

See Section 8.12.

10.2 Concessions

10.2.1 Concession Policies

Concession operations are subject to the provisions of the National Park Service Concessions Management Improvement Act of 1998; NPS regulations published at 36 CFR Part 51; this chapter of NPS Management Policies; Director’s Order #48A: Concession Management; and other specific guidance that may be issued under the Director’s authority. In Alaska, concession operations are also subject to the provisions of the Alaska National Interest Lands Conservation Act and 36 CFR Part 13.

10.2.2 Commercial Visitor Services Planning

Commercial visitor services planning will identify the appropriate role of commercial operators in helping parks to provide opportunities for visitor use and enjoyment. This planning will be integrated into other plans and planning processes and will comply with all Service policies regarding planning and environmental analysis. The number, location, and sizes of facilities and sites assigned through concession authorizations will be the minimum necessary for proper and satisfactory operation of the facilities.

A park commercial services strategy must be in place to ensure that concession facilities and services are necessary and appropriate, financially viable, and addressed in an approved management plan. Commercial services plans may be developed to further implement a park’s commercial services strategy and to guide decisions on whether to authorize or expand concessions. A decision to authorize or expand a park concession will consider the effect on, or need for, additional infrastructure and management of operations and be based on a determination that the facility or service

- is consistent with enabling legislation, and
- is complementary to a park’s mission and visitor service objectives, and
- is necessary and appropriate for the public use and enjoyment of the park in which it is located, and
- is not, and cannot be, provided outside park boundaries, and
- incorporates sustainable principles and practices in planning, design, siting, construction, and maintenance, and
- adopts appropriate energy and water conservation, source reduction, and environmental purchasing standards and goals, and
- will not cause unacceptable impacts.

Prior to initiating new services authorized under a concession contract, a market and financial viability study/analysis will be completed to ensure the overall contract is feasible.

For information about leasing structures for appropriate uses, see section 8.12 and Director’s Order #38: Real Property Leasing.

(See Unacceptable Impact 1.4.7.1)

10.2.3 Concession Contracting

Approved standard contract language will be used in all NPS concession contracts. Any deviations from such language must be approved in writing by the Director.

10.2.3.1 Terms and Conditions of Contracts

Concession services will be authorized under concession contracts unless otherwise authorized by law. The term of a concession contract will generally be 10 years or less. However, the Director may award a contract for a term of up to 20 years if the Director determines that the contract terms and conditions, including the required construction of capital improvements, warrant a longer term. In this regard, the term of concession contracts should be as short as is prudent, taking into account the financial requirements of the concession contract, the required construction of capital improvements, resource preservation and conservation, visitor needs, and
other factors that the Director may deem appropriate. Proposed concession operations must be economically feasible and supported by a feasibility study prepared by a qualified individual.

10.2.3.2 Modifications/Amendments

Concession contracts may be modified only by written amendment. Amendments developed after the issuance of a concession contract must be consistent with current NPS policies and orders. Unless otherwise authorized by the contract, a concession contract may be amended to provide minor additional visitor services that are a reasonable extension of the existing services.

10.2.3.3 Extension

Concession contracts may be extended only in accordance with the requirements of 36 CFR Part 51, subpart D. The signature authority for contract extensions or amendments must be consistent with delegations of authority from the Director.

10.2.3.4 Competition

To obtain the best service provider and maximize benefits to the government, the National Park Service encourages competition in the awarding of concession contracts. Through outreach, the National Park Service also encourages the participation of American Indian, minority, and women-owned businesses when new business activities occur.

10.2.3.5 Third-party Agreements and Subconcessions

Unless specified in the contract, sub-concession or other third-party agreements (including management agreements) for the provision of visitor services that are required and/or authorized under concession contracts are not permitted. The Park Service may also advertise for a new concession contract to provide these additional services.

10.2.3.6 Multipark Contracts

Concessioners operating in more than one park unit must have separate contracts for each park unit. When approved by the Director, an exception may be made in the case of those park units having common NPS management or where service is provided in contiguous park areas (for example, a pack trip that crosses the boundary of two adjoining parks, or where lack of opportunity for profit, geographic location, and type of service is not feasible within a single location).

10.2.3.7 Termination

The Service may terminate concession contracts for default and under any other circumstances specified in the concession contract.

10.2.4 Concession Operations

10.2.4.1 Operating Plans

The operating plan is an exhibit to the concession contract; the plan will describe operational responsibilities authorized in the contract between the concessioner and the Park Service. The plan is reviewed and updated annually by the Service in accordance with the terms of the contract. Operating plans are considered an integral part of a concessioner’s contractual performance compliance. Some aspects of a concessioner’s operating requirements may also be contained in general or specific provisions unique to that contract.

10.2.4.2 Service Type and Quality

It is the objective of the National Park Service that park visitors be provided with high-quality facilities and services. Where appropriate, the concession contract will specify a range of facility, accommodation, and service types that are to be provided at reasonable rates and standards to ensure optimal facility maintenance and quality services to visitors. Concessioners are not permitted to use or encourage pseudo-ownership concepts such as time shares or long-term rental agreements.

10.2.4.3 Evaluation of Concession Operations

Concession operations will be regularly evaluated to ensure that park visitors are provided with high-quality services and facilities that are safe and sanitary and meet NPS environmental, health, safety, and operational standards. As outlined in the concessioner operational evaluation program, the evaluation results will provide a basis for NPS management to determine (1) whether to continue
or terminate a concession contract, and (2) whether a concessioner is eligible to exercise a right of preference in the award of a qualified new concession contract for those categories of contracts where such a right is available by law.

10.2.4.4 Interpretation by Concessioners

Concessioners will be required to appropriately train their employees and, through their facilities and services, to instill in their guests an appreciation of the park, its purpose and significance, its proper and sustainable management, and the stewardship of its resources. When the provision of interpretive services is required by the contract, concessioners will provide formal interpretive training, approved by the Park Service, for their employees, or will participate in formal interpretive training that is either offered by the Park Service or cosponsored by the concessioner.

Visitor appreciation of the park can be instilled in many ways. For example, it can be accomplished through guided activities; the design, architecture, landscape, and decor of facilities; educational programs; interpretive menu design and menu offerings; and involvement in the park’s overall interpretive program. Gift shop merchandise and displays also present opportunities to educate visitors about park history; natural, cultural, and historical resources; and sustainable environmental management.

Concession contracts will require the concessioner to provide all visitor services in a manner that is consistent with and supportive of the interpretive themes, goals, and objectives articulated in each park’s planning documents, mission statement, and/or interpretive prospectus.

(See Interpretive Competencies and Skills 7.4)

10.2.4.5 Merchandise

The National Park Service will approve the nature, type, and quality of merchandise to be offered by concessioners. Although there is no Service-wide list of specific preferred merchandise, priority will be given to sale items that foster awareness, understanding, and appreciation of the park and its resources and that interprets those resources. Merchandise should have interpretive labeling or include other information to indicate how the merchandise is relevant to the park and its interpretive program and themes.

Each concession operation with a gift shop will have a mission statement based on the park’s concession service plan or general management plan. Concessioners will develop and implement a merchandise plan based on the park’s gift shop mission statement. The merchandise plan must be satisfactory to the Director, and should ensure that merchandise sold or provided reflects the significance of the park and promotes the conservation of the park’s geological resources, wildlife, plant life, archeological resources, local Native American culture, local ethnic and traditional culture, historical significance, and other park resources and values. The plan should also integrate pollution prevention and waste-reduction objectives and strategies for merchandise and packaging.

Merchandise must be available at a range of prices. Theme-related merchandise manufactured or handcrafted in the United States—particularly in a park’s geographic vicinity—will be encouraged. The revenue derived from the sale of United States Indian, Alaska Native, native Samoan, and Native Hawaiian handicrafts is exempt from any franchise fee payments.

10.2.4.6 Artifacts and Specimens

Concessioners will not be permitted to sell any merchandise in violation of laws, regulations, or NPS policies. The park superintendent may prohibit the sale of some items for retail sale because the merchandise is locally sensitive or inappropriate for sale. The sale of original objects, artifacts, or specimens of a historic, archeological, paleontological, or biological nature is prohibited. Replicated historic, archeological, paleontological, or biological objects, artifacts, or specimens may be sold if they are obvious replicas and clearly labeled.

Any geological merchandise approved for sale or exhibit by concessioners must be accompanied by appropriate educational material and a written disclaimer clearly stating that such items were not obtained from inside park boundaries. The proposed sale of any replicas, or of geological merchandise, must be addressed in the gift shop merchandise plan.

10.2.4.7 Rates

The National Park Service must approve all rates charged to visitors by concessioners. The reasonableness of a concessioner’s rates and charges to the public will, unless otherwise provided in the contract, be judged primarily on the basis of comparison with current rates and charges for facilities and services of comparable character under similar conditions. Due consideration will be given to length of season, provision for peak loads, average percentage of occupancy, accessibility, availability and costs of labor and materials, type of patronage, and other factors deemed significant by the NPS Director.
10.2.4.8 Risk Management Program

Concession contracts require each concessioner to develop a risk management program that is (1) appropriate in scope to the size and nature of the operation, (2) in accord with the Occupational Safety and Health Act of 1970 and the NPS concession risk management program, and (3) approved by the superintendent. Concessioners are responsible for managing all of their operations to minimize risk and control loss due to accident, illness, or injury. To ensure compliance, the Service will include a risk management evaluation as part of its standard operational review of concession operations.

10.2.4.9 Natural and Cultural Resource Management Requirements

Concessioners are required to comply with applicable provisions of all laws, regulations, and policies that apply to natural and cultural resource protection. The use, maintenance, repair, rehabilitation, restoration, or other modification of concession facilities that are listed in or eligible for the National Register of Historic Places are subject to the applicable provisions of all laws, executive orders, regulations, and policies pertaining to cultural properties. The National Park Service will assist concessioners in understanding and complying with regulations for the protection of historic properties (36 CFR Part 800) promulgated by the Advisory Council on Historic Preservation. Historic structures and their contents and museum objects that are in the control of concessioners will be treated in accordance with the appropriate standards contained in NPS guidance documents. The Service will work closely with concessioners to integrate into concession activities the policies, procedures, and practices of Executive Order 13287 (Preserve America).

(See Chapter 4: Natural Resource Management; Use of Historic Structures 5.3.5.4.7. Also see Reference Manual 24: the Museum Handbook; Director’s Order #28: Cultural Resource Management; #38: Real Property Leasing, and #48A: Concession Management)

10.2.4.10 Environmental Program Requirements

In the operation of visitor services, concessioners will be required by contract to meet environmental compliance objectives by

- complying with all applicable laws pertaining to the protection of human health and the environment; and
- incorporating best management practices in all operations, construction, maintenance, acquisition, provision of visitor services, and other activities under the contract.

Concessioners will also be required by contract to develop, document, implement, and comply fully with—to the satisfaction of the Director—a comprehensive, written environmental management program (EMP) to achieve environmental management objectives. The EMP

- should be appropriate to the nature and size of the operation;
- must account for all activities with potential environmental impacts conducted by the concessioner, or to which the concessioner contributes;
- must be updated at least annually; and
- must be approved by the superintendent.

The scope and complexity of the EMP may vary based on the type, size, and number of concessioner activities. Exceptions to the requirement for an EMP must be approved by the Director.

The National Park Service will review concessioner compliance with the EMP under the contract. The Park Service will also

- assist concessioners in understanding environmental program requirements;
- conduct environmental compliance audits of all commercial visitor services at least every three years in accordance with the concessions environmental audit program (the concessioner will be responsible for corrective actions required by law and identified during the environmental compliance audits); and
- include an environmental management evaluation as part of its annual standard operational reviews of concession operations.

(See Compensation for Injuries to Natural Resources 4.1.6; Integrated Pest Management Program 4.4.5.2; Compensation for Injuries to Cultural Resources 5.3.1.3; Overnight Accommodations and Food Services 9.3.2. Also see Director’s Order #48A: Concession Management; Director’s Order #83: Public Health)

10.2.4.11 Insurance

Concession contracts will identify the types and minimum amounts of insurance coverage required of concessioners to
• provide reasonable assurance that concessioners have the ability to cover bona fide claims for bodily injury, death, or property damage arising from an action or omission of the operator;
• protect the government against potential liability for claims based on the negligence of the operators; and
• enable rapid repair or replacement of essential visitor facilities located on park lands that are damaged or destroyed by fire or other hazards.

Concessioners will not be permitted to operate without liability insurance. Under limited conditions, concessioners may operate without property insurance, as described in Director’s Order #48A: Concession Management.

10.2.4.12 Food Service Sanitation Inspections

Concessioners who prepare food on or off park lands or serve food on park lands will be subject to inspection for compliance with all applicable health and sanitation requirements of local and state agencies, the U.S. Public Health Service, and the Food and Drug Administration.

(Also see Director’s Order #83: Public Health)

10.2.4.13 Smoking

Generally, all NPS concession facilities will be smoke free. The only exceptions—which the Service does not encourage—will be specifically designated smoking areas and rooms if allowed by state and local law. The sale of tobacco products through vending machines is prohibited.

(Also see Director’s Order #50D: Smoking Policy; Executive Order 13058 (Protecting Federal Employees and the Public from Exposure to Tobacco Smoke in the Federal Workplace))

10.2.4.14 Wireless Local Area Networks

Concessioners may be authorized to provide wireless local area network access for park visitors and for administrative and employee use within concessioner assigned facilities. If this type of service is found to be necessary and appropriate and otherwise in accord with the park’s planning and other guidance documents, the concession authorization's operating plan must identify the need for the service and the standards for offering the service. A request to construct telecommunications equipment and infrastructure outside the concessioner's assigned facilities must be processed in accordance with section 8.6.4.3.

10.2.5 Concessions Financial Management

Concession contracts must provide for payment to the government of a franchise fee, or other monetary consideration as determined by the Secretary, upon consideration of the probable value to the concessioner of the privileges granted by the particular contract involved. Such probable value will be based upon a reasonable opportunity for net profit in relation to capital invested and the obligations of the contract. Consideration of revenue to the United States is subordinate to the objectives of protecting and preserving park areas and providing necessary and appropriate services for visitors at reasonable rates.

10.2.5.1 Franchise Fees

The amount of the franchise fee or other monetary consideration paid to the United States for the term of the concession contract must be specified in the concession contract and may only be modified to reflect extraordinary unanticipated changes from the conditions expected as of the effective date of the contract. Contracts with a term of more than five years will include a provision that allows reconsideration of the franchise fee at the request of the Director or the concessioner in the event of such extraordinary unanticipated changes. Such provision will provide for binding arbitration in the event that the Director and the concessioner are unable to agree upon an adjustment to the franchise fee in these circumstances.

10.2.5.2 Franchise Fee Special Account

All franchise fees and other monetary considerations will be deposited into a Department of the Treasury special account. In accordance with the NPS Concessions Management Improvement Act of 1998, twenty percent (20%) will be available to support activities throughout the national park system, and eighty percent (80%) will be available to the park unit in which it was generated for visitor services and funding high-priority and urgently necessary resource management programs and operations.

10.2.5.3 Record-keeping System
All concessioners will establish and maintain a system of accounts and a record-keeping system that use written journals and general ledger accounts to facilitate the preparation of annual concessioner financial reports.

10.2.5.4 Annual Financial Reports

For each concession contract, concessioners will be required to submit a separate annual financial report that reflects only the operations they are authorized to provide under that particular contract.

10.2.5.5 Donations to the National Park Service

The National Park Service will not solicit or accept direct donations or gifts from entities that have or are seeking to obtain a concessions contract. The Park Service will not require any concessioner to donate or make contributions to the Service under any circumstance, including the incorporation of such a requirement in concession contracts. Further guidance on donations is available in Director’s Order #21: Donations and Fundraising.

10.2.6 Concession Facilities

All buildings under a concession contract are U.S. government/Service-owned structures and are part of the overall facility inventory at each park. Depending on the contract, the concessioner may have a contractual right of compensation in the form of a leasehold surrender interest or possessory interest in one, some, or all of the buildings. Responsibilities for maintenance, environmental management, and other operational issues must be included in each concession contract. Park facility managers will work closely with the park's concession program managers to ensure that these government buildings are part of the overall park inventory and tracking systems. Park managers will ensure that possessory interests and leasehold surrender interest valuations conform to the terms and conditions of the concession contract.

10.2.6.1 Design

Concession facilities will be of a size and at a location that the Service determines to be necessary and appropriate for their intended purposes. All concession facilities must comply with applicable federal, state, and local construction codes, and meet accessibility requirements as set forth in applicable accessibility guidelines. Proposed concession facilities must conform to NPS standards for sustainable design, universal design, and architectural design. Concession development or improvement proposals must undergo review for compliance with the National Environmental Policy Act of 1969 and section 106 of the National Historic Preservation Act (16 USC 470f), and proposals must be carried out in a manner consistent with applicable provisions of the Secretary of the Interior’s Standards and Guidelines for Archaeology and Historic Preservation and other applicable legal requirements.

In addition to general park design requirements, the Park Service will apply value analysis during the design process to analyze the functions of facilities, processes, systems, equipment, services, and supplies. Value analysis must be used to help achieve essential functions at the lowest life-cycle cost, consistent with required performance, reliability, environmental quality, and safety criteria and standards.

(See Facility Planning and Design 9.1.1)

10.2.6.2 Accessibility of Commercial Services

Concessioners share the National Park Service’s responsibility to provide employees and visitors with the greatest degree of access to programs, facilities, and services that is reasonable, within the terms of existing contracts and agreements. Applicable laws include, but are not limited to (1) regulations issued under the authority of section 504 of the Rehabilitation Act of 1973, as amended (43 CFR Part 17), which prohibits discrimination on the basis of disability in programs or activities conducted by federal executive agencies; and (2) the Architectural Barriers Act of 1968, which requires physical access to buildings and facilities. Where there is no specific language identifying applicable accessibility laws in an existing concession contract, the Park Service will address the issue of compliance in the annual concession operating plan.

(See Physical Access for Persons with Disabilities 5.3.2; Accessibility for Persons with Disabilities 1.9.3; Accessibility for Persons with Disabilities 8.2.4; and Accessibility for Persons with Disabilities 9.1.2. Also see Director’s Order #42: Accessibility for Visitors with Disabilities in National Park Service Programs and Services)

10.2.6.3 Maintenance
Concession contracts will require concessioners to be responsible for all maintenance and repair of facilities, lands, and utility systems assigned for their use, in accordance with standards acceptable to the Service. Exceptions will be made only in extraordinary circumstances, as determined by the Director. All concession contracts must include a current maintenance plan as specified in the concession contract. Maintenance plans are an exhibit to the concession contract and will be considered an integral part of a concessioner’s contractual performance compliance.

Maintenance of historic properties and cultural landscapes will be carried out in a manner consistent with applicable provisions of the Secretary of the Interior’s Standards and Guidelines for Archeology and Historic Preservation.

10.2.6.4 Utilities and Services

Utilities include, but are not limited to, electricity, fuel, natural gas, water, disposal of wastewater and solid waste, and communication systems. When available, the Service may provide utilities to the concessioner for use in connection with the operations required or authorized under the contract at rates to be determined in accordance with applicable laws. If the Service does not provide utilities to the concessioner, the concessioner will, with the written approval of the Director and under any requirements prescribed by the Director, (1) secure necessary utilities at its own expense from sources outside the area; or (2) install the utilities within the area, subject to conditions of the contract.

(Also see Director’s Order #35B: Sale of National Park Service-produced Utilities)

10.2.6.5 Closure of Commercial Operations during Government Shutdown

The Anti-Deficiency Act requires federal agencies to suspend all nonessential activities whenever there is a failure to enact an appropriations bill or adopt a continuing resolution. All concessioner-operated programs and services must cease, and visitors must be asked to leave within 48 hours. All commercial facilities and services in a park will be closed to protect the safety of visitors and the integrity of park resources. Exceptions to this policy include concessions that are required for health and safety purposes or protection of the environment, or that are necessary to support park operations that are deemed essential, such as law enforcement.

Commercial facilities located on through-roads (roads or public highways that begin and end outside of a park, plus parkways) and public highways may remain open if doing so does not result in additional costs to the park (for example, the staffing of entrance stations). These commercial facilities may include operations such as service stations, food services, stores, and lodging, or portions of such operations. The commercial facility in question should have access directly from the road or highway and not require the reopening of park roads having other destinations. More specific aspects of closures may be guided by a Service-wide shutdown plan.

10.2.7 Concessioner Employees and Employment Conditions

10.2.7.1 Nondiscrimination

Concessioners will comply with all applicable laws and regulations relating to nondiscrimination in employment and the provision of services to the public. As the National Park Service strives to achieve workforce diversity, so too will concessioners be encouraged to recognize workforce diversity as a sound business practice.

10.2.7.2 Substance Abuse

In compliance with state and federal regulations condemning substance abuse, the Park Service prohibits the unlawful possession, use, or distribution of illicit drugs and alcohol. The Service also prohibits the unlawful manufacture, cultivation, processing, or transportation of illicit drugs. This policy applies to concessioners and their employees, at any facility or in any activity taking place on NPS lands. Concessioners are required to provide and advise employees about the availability of employee assistance programs addressing substance abuse problems.

10.2.8 NPS Employees

10.2.8.1 Accepting Gifts and Reduced Rates from Concessioners

NPS employees may not receive concessioner goods or services at a discount unless it is in connection with official business, is to the government’s advantage, and is provided for under the terms of a concession contract. However, employees may accept reduced rates or discounts offered by the concessioner when those same reduced rates or discounts are available to the general public.

NPS employees may not solicit or accept, directly or indirectly, any gift, gratuity, favor, entertainment, loan, or any other thing of monetary value from a concessioner or other person who conducts operations and activities that are regulated by the Department of the
Interior. Employees should consult with their ethics counselor regarding the limited exceptions to the general prohibition on accepting gifts from outside sources.

10.2.8.2 Employment of NPS Personnel or Family Members by Concessioners

Federal law prohibits government employees from making recommendations, decisions, or approvals relating to applications, contracts, controversies, or other matters in which the employee or the employee’s spouse or minor child has a financial interest. Park employees may not make decisions, approvals, or recommendations related to concession activities when their spouse or dependent child is employed by a park concessioner in that particular park. For example, the spouse or dependent child of the superintendent, assistant superintendent, concession staff, environmental manager, or public health specialist may not be employed by a concessioner in the specific park in which the NPS employee works.

(Also see Director’s Order #37: Home Businesses in Park Housing)

10.2.8.3 NPS Employee Ownership or Investment in Concession Businesses

Department of the Interior policy prohibits employees and their spouses and minor children from acquiring or retaining for commercial purposes any permit, lease, or other rights granted by the Department for conducting commercial services on federal lands. Therefore, no NPS concession contract or commercial use authorization to conduct commercial services in a park will be issued to NPS employees or their spouses and minor children who are owners, partners, corporate officers, or general managers of any business seeking such a contract in federal land managed by the Department of the Interior. Further, to avoid the appearance of partiality and conflicts of interest, and to comply with ethics laws that apply to all federal employees, NPS employees may not work on any matter involving a business in which they, their spouse, or their minor children have a financial interest.

10.2.8.4 Concession Management Personnel Qualifications

To effectively carry out the concession management program, managers and supervisors will make every effort to ensure that personnel selected for positions meet the essential competencies established for the position being filled. When concession management personnel lack the full complement of essential competencies or require refresher training for their position, managers and supervisors will ensure that those employees are trained and certified as competent. All personnel vacancy announcements issued for concession management must include program competencies.

10.3 Commercial Use Authorizations

Commercial use authorizations (CUAs), which are not considered as concession contracts, may be issued pursuant to section 418 of the National Park Service Concessions Management Improvement Act of 1998 (16 USC 5966). A commercial use authorization is a permit that authorizes suitable commercial services to park area visitors in limited circumstances as described in 10.3.1. A concession contract may be issued instead of the commercial use authorization when the Director determines that the services are necessary and appropriate, and/or provision of the services require certain protections such as legal, financial, and resource provisions that are more typical of a concession contract. A more detailed discussion of commercial use authorizations is included in Director’s Order #48B: Commercial Use Authorizations.

10.3.1 General

Commercial use authorizations may be issued only to authorize services that (1) are determined to be an appropriate use of the park; (2) will have minimal impact on park resources and values; and (3) are consistent with the purpose for which the unit was established, as well as all applicable management plans and park policies and regulations.

10.3.2 Requirements

By law, a commercial use authorization must provide for

- payment of a reasonable fee, such fees to be used, at a minimum, to recover associated management and administrative costs;
- provision of services in a manner consistent to the highest practicable degree with the preservation and conservation of park resources and values; and
- limitation of liability of the federal government arising from the commercial use authorization.

No park may issue commercial use authorizations in a quantity inconsistent with the preservation and proper management of park resources and values. Each park issuing commercial use authorizations will ensure that it contains provisions for the protection of
visitors and the resources and values of the park.

10.3.3 Limitations

By law, commercial use authorizations may be issued only for

- commercial operations with annual gross receipts of not more than $25,000 resulting from services originating and provided solely within a unit of the national park system pursuant to such authorization;
- the incidental use of resources of the unit by commercial operations that provide services originating and terminating outside of the boundaries of the park unit; or
- such uses by organized children’s camps, outdoor clubs, nonprofit institutions (including backcountry use), and such other uses as the Secretary of the Interior deems appropriate.

Nonprofit institutions will be required to obtain commercial use authorizations only when they generate taxable income from the authorized use.

10.3.4 Construction Prohibition

By law, under no circumstances will a commercial use authorization provide for or allow construction of any structure, fixture, or improvement on federally owned land within any unit of the national park system.

10.3.5 Duration

By law, the maximum term for any commercial use authorization is two years in length. No rights of renewal are associated with commercial use authorizations.

10.3.6 Other Contracts

Holding or seeking to obtain a commercial use authorization does not preclude a person, corporation, or other entity from submitting proposals for concessions contracts.

Appendix A – Laws Cited in Text

Abandoned Shipwreck Act of 1987


(popularly known as) Acquired Lands Mineral Leasing Act

30 USC 301—306; May 21, 1930, ch. 307, 46 Stat. 373

Administrative Procedure Act (APA)

5 USC 551 et seq.[5], June 11, 1946, ch. 324, 60 Stat. 237

Alaska National Interest Lands Conservation Act (ANILCA)

16 USC 3101—3233; PL 96-487

American Indian Religious Freedom Act (AIRFA)

42 USC 1996—1996a; PL 95-341, 103-344

Americans with Disabilities Act of 1990 (ADA)
Executive Order 13327 of February 4, 2004

Federal Real Property Asset Management

By the authority vested in me as President by the Constitution and the laws of the United States of America, including section 121(a) of title 40, United States Code, and in order to promote the efficient and economical use of Federal real property resources in accordance with their value as national assets and in the best interests of the Nation, it is hereby ordered as follows:

Section 1. Policy. It is the policy of the United States to promote the efficient and economical use of America’s real property assets and to assure management accountability for implementing Federal real property management reforms. Based on this policy, executive branch departments and agencies shall recognize the importance of real property resources through increased management attention, the establishment of clear goals and objectives, improved policies and levels of accountability, and other appropriate action.

Sec. 2. Definition and Scope. (a) For the purpose of this executive order, Federal real property is defined as any real property owned, leased, or otherwise managed by the Federal Government, both within and outside the United States, and improvements on Federal lands. For the purpose of this order, Federal real property shall exclude: interests in real property assets that have been disposed of for public benefit purposes pursuant to section 484 of title 40, United States Code, and are now held in private ownership; land easements or rights-of-way held by the Federal Government; public domain land (including lands withdrawn for military purposes) or land reserved or dedicated for national forest, national park, or national wildlife refuge purposes except for improvements on those lands; land held in trust or restricted fee status for individual Indians or Indian tribes; and land and interests in land that are withheld from the scope of this order by agency heads for reasons of national security, foreign policy, or public safety.

(b) This order shall not be interpreted to supersede any existing authority under law or by executive order for real property asset management, with the exception of the revocation of Executive Order 12512 of April 29, 1985, in section 8 of this order.

Sec. 3. Establishment and Responsibilities of Agency Senior Real Property Officer. (a) The heads of all executive branch departments and agencies cited in sections 901(b)(1) and (b)(2) of title 31, United States Code, and the Secretary of Homeland Security, shall designate among their senior management officials, a Senior Real Property Officer. Such officer shall have the education, training, and experience required to administer the necessary functions of the position for the particular agency.

(b) The Senior Real Property Officer shall develop and implement an agency asset management planning process that meets the form, content, and other requirements established by the Federal Real Property Council established in section 4 of this order. The initial agency asset management plan will be submitted to the Office of Management and Budget on a date determined by the Director of the Office of Management and Budget. In developing this plan, the Senior Real Property Officer shall:
(i) identify and categorize all real property owned, leased, or otherwise managed by the agency, including, where applicable, those properties outside the United States in which the lease agreements and arrangements reflect the host country currency or involve alternative lease plans or rental agreements;

(ii) prioritize actions to be taken to improve the operational and financial management of the agency’s real property inventory;

(iii) make life-cycle cost estimations associated with the prioritized actions;

(iv) identify legislative authorities that are required to address these priorities;

(v) identify and pursue goals, with appropriate deadlines, consistent with and supportive of the agency’s asset management plan and measure progress against such goals;

(vi) incorporate planning and management requirements for historic property under Executive Order 13287 of March 3, 2003, and for environmental management under Executive Order 13148 of April 21, 2000; and

(vii) identify any other information and pursue any other actions necessary to the appropriate development and implementation of the agency asset management plan.

(c) The Senior Real Property Officer shall be responsible, on an ongoing basis, for monitoring the real property assets of the agency so that agency assets are managed in a manner that is:

(i) consistent with, and supportive of, the goals and objectives set forth in the agency’s overall strategic plan under section 306 of title 5, United States Code;

(ii) consistent with the real property asset management principles developed by the Federal Real Property Council established in section 4 of this order; and

(iii) reflected in the agency asset management plan.

(d) The Senior Real Property Officer shall, on an annual basis, provide to the Director of the Office of Management and Budget and the Administrator of General Services:

(i) information that lists and describes real property assets under the jurisdiction, custody, or control of that agency, except for classified information; and

(ii) any other relevant information the Director of the Office of Management and Budget or the Administrator of General Services may request for inclusion in the Government-wide listing of all Federal real property assets and leased property.

(e) The designation of the Senior Real Property Officer shall be made by agencies within 30 days after the date of this order.

Sec. 4. Establishment of a Federal Real Property Council. (a) A Federal Real Property Council (Council) is established, within the Office of Management and Budget for administrative purposes, to develop guidance for, and facilitate the success of, each agency’s asset management plan. The Council shall be composed exclusively of all agency Senior Real Property Officers, the Controller of the Office of Management and Budget, the Administrator of General Services, and any other full-time or permanent part-time Federal officials or employees as deemed necessary by the Chairman of the Council. The Deputy Director for Management of the Office of Management and Budget shall also be a member and shall chair the Council. The Office of Management and Budget shall provide funding and administrative support for the Council, as appropriate.

(b) The Council shall provide a venue for assisting the Senior Real Property Officers in the development and implementation of the agency asset management plans. The Council shall work with the Administrator of General Services to establish appropriate performance measures to determine the effectiveness of Federal real property management. Such performance measures shall include, but are not limited to, evaluating the costs and benefits
involved with acquiring, repairing, maintaining, operating, managing, and disposing of Federal real properties at particular agencies. Specifically, the Council shall consider, as appropriate, the following performance measures:

(i) life-cycle cost estimations associated with the agency's prioritized actions;
(ii) the costs relating to the acquisition of real property assets by purchase, condemnation, exchange, lease, or otherwise;
(iii) the cost and time required to dispose of Federal real property assets and the financial recovery of the Federal investment resulting from the disposal;
(iv) the operating, maintenance, and security costs at Federal properties, including but not limited to the costs of utility services at unoccupied properties;
(v) the environmental costs associated with ownership of property, including the costs of environmental restoration and compliance activities;
(vi) changes in the amounts of vacant Federal space;
(vii) the realization of equity value in Federal real property assets;
(viii) opportunities for cooperative arrangements with the commercial real estate community; and
(ix) the enhancement of Federal agency productivity through an improved working environment. The performance measures shall be designed to enable the heads of executive branch agencies to track progress in the achievement of Government-wide property management objectives, as well as allow for comparing the performance of executive branch agencies against industry and other public sector agencies.

(c) The Council shall serve as a clearinghouse for executive agencies for best practices in evaluating actual progress in the implementation of real property enhancements. The Council shall also work in conjunction with the President's Management Council to assist the efforts of the Senior Real Property Officials and the implementation of agency asset management plans.

(d) The Council shall be organized and hold its first meeting within 60 days of the date of this order. The Council shall hold meetings not less often than once a quarter each fiscal year.

Sec. 5. Role of the General Services Administration. (a) The Administrator of General Services shall, to the extent permitted by law and in consultation with the Federal Real Property Council, provide policy oversight and guidance for executive agencies for Federal real property management; manage selected properties for an agency at the request of that agency and with the consent of the Administrator; delegate operational responsibilities to an agency where the Administrator determines it will promote efficiency and economy, and where the receiving agency has demonstrated the ability and willingness to assume such responsibilities; and provide necessary leadership in the development and maintenance of needed property management information systems.

(b) The Administrator of General Services shall publish common performance measures and standards adopted by the Council.

(c) The Administrator of General Services, in consultation with the Federal Real Property Council, shall establish and maintain a single, comprehensive, and descriptive database of all real property under the custody and control of all executive branch agencies, except when otherwise required for reasons of national security. The Administrator shall collect from each executive branch agency such descriptive information, except for classified information, as the Administrator considers will best describe the nature, use, and extent of the real property holdings of the Federal Government.

(d) The Administrator of General Services, in consultation with the Federal Real Property Council, may establish data and other information technology (IT) standards for use by Federal agencies in developing or upgrading Federal
agency real property information systems in order to facilitate reporting on a uniform basis. Those agencies with particular IT standards and systems in place and in use shall be allowed to continue with such use to the extent that they are compatible with the standards issued by the Administrator.

Sec. 6. General Provisions. (a) The Director of the Office of Management and Budget shall review, through the management and budget review processes, the efforts of departments and agencies in implementing their asset management plans and achieving the Government-wide property management policies established pursuant to this order.

(b) The Office of Management and Budget and the General Services Administration shall, in consultation with the landholding agencies, develop legislative initiatives that seek to improve Federal real property management through the adoption of appropriate industry management techniques and the establishment of managerial accountability for implementing effective and efficient real property management practices.

(c) Nothing in this order shall be construed to impair or otherwise affect the authority of the Director of the Office of Management and Budget with respect to budget, administrative, or legislative proposals.

(d) Nothing in this order shall be construed to affect real property for the use of the President, Vice President, or, for protective purposes, the United States Secret Service.

Sec. 7. Public Lands. In order to ensure that Federally owned lands, other than the real property covered by this order, are managed in the most effective and economic manner, the Departments of Agriculture and the Interior shall take such steps as are appropriate to improve their management of public lands and National Forest System lands and shall develop appropriate legislative proposals necessary to facilitate that result.

Sec. 8. Executive Order 12512 of April 29, 1985, is hereby revoked.

Sec. 9. Judicial Review. This order is intended only to improve the internal management of the executive branch and is not intended to, and does not, create any right or benefit, substantive or procedural, enforceable at law or in equity, against the United States, its departments, agencies, or other entities, its officers or employees, or any other person.

THE WHITE HOUSE,

[FR Doc. 04–2773
Filed 2–5–04; 9:19 am]
Billing code 3195–01–P
This Director's Order and the associated Reference Manual supersede the 1986 National Park Service Maintenance Management System and all other previously published directives and policy related memoranda regarding National Park Service asset management.

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1. Background and Purpose

The mission of maintenance and asset management within the National Park Service (NPS) requires an investment in human, natural, and cultural resources in order to provide stewardship for the nation's most significant places. This mission emphasizes a foundation of maintenance and preservation, balanced with new technologies and basic resource needs, and shall be based on the enabling legislation and mission statement for each park. It includes a shared and deep understanding of the value and role that public assets and facilities play in fulfilling the mission of NPS by helping to enable the park experience, and the long-term investment in people, practices, and facilities required to sustain that value for the future.

The purpose of this Director's Order is to establish NPS policies, requirements, and standards for implementing Public Law (PL) 98-540 (October 24, 1984)(which, among other things, amended the Volunteers in the Parks Act of 1969 (16 USC 18g - 18j; PL 91-357)). This Director's Order also integrates the requirements of this law with other initiatives, legislation, and regulations that require NPS to provide information about assets, facilities management, and facilities operation. PL 98-540 directs NPS to implement a maintenance management system to support maintenance and operations programs of the national park system. In addition to PL 98-540, several other asset initiatives are recognized and incorporated into this Director's Order:

- 23 USC 204, regarding the Federal Lands Highways Program.
- The September 1995 Federal Accounting Standards Advisory Board Statement of Recommended Accounting Standards Number 6: Accounting for Property, Plant and Equipment (FASAB #6).
- Executive Order 13327-Federal Real Property Asset Management.

While NPS originally implemented a maintenance management system in 1986, these subsequent laws and directives (which are described in more detail in Section 3), combined with changes in technology since PL 98-540 was passed, have necessitated updating, expanding, and clarifying NPS asset management policies, requirements, and standards.

This Director's Order is intended only to improve the internal management of NPS, and is not intended to, and does not, create any right or benefit, substantive or procedural, enforceable at law or equity by a party against the United States, its departments, agencies, instrumentalities or entities, its officers or employees, or any other person. To the extent possible, DO-80 will cover concessions-related assets as well. However, concessions-managed assets will be maintained in accordance with legislation that pertains specifically to those assets.
2. Authorities

The authority to issue this Director's Order and the associated Reference Manual is contained in the National Park Service Organic Act (16 USC 1 - 4), and the delegations of authority contained in Part 245 of the DOI Manual. Other important legal, regulatory, and policy requirements are those listed in the background information in Section 1, above, which are explained in more detail in Section 3, below.

3. Policies, Requirements, and Standards

3.1 Requirements of Public Law 98-540

Section 4(a) of PL 98-540 (16 USC 1a-8(a)) directs NPS to implement a maintenance management system to support maintenance and operations programs of the national park system. By law, this maintenance management system must contain, but is not limited to, the following elements:

1. a work load inventory of assets including detailed information that quantifies for all assets (including but not limited to buildings, roads, utility systems, and grounds that must be maintained) the characteristics affecting the type of maintenance work performed;
2. a set of maintenance tasks that describe the maintenance work in each unit of the national park system;
3. a description of work standards including frequency of maintenance, measurable quality standard to which assets should be maintained, methods for accomplishing work, required labor, equipment and material resources, and expected worker production for each maintenance task;
4. a work program and performance budget which develops an annual work plan identifying maintenance needs and financial resources to be devoted to each maintenance task;
5. a work schedule which identifies and prioritizes tasks to be done in a specific time period and specifies required labor resources;
6. work orders specifying job authorizations and a record of work accomplished which can be used to record actual labor and material costs; and
7. reports and special analyses which compare planned versus actual accomplishments and costs and can be used to evaluate maintenance operations.

3.2 Requirements of GPRA

GPRA directs that all Federal agencies provide to the Office of Management and Budget a strategic plan, annual performance plan, and annual performance report for program activities performed by the agencies. See, 5 USC 306 and 31 USC 1115 - 1117 (respectively, sections 3 and 4(b) of PL 103-62).

3.3 Requirements of 23 USC 204

The need for all Federal public roads to be treated under uniform policies similar to those that apply to Federal-aid highways is recognized in 23 USC 204. This law established a
coordinated Federal Lands Highways Program that applies to public lands highways, park roads and parkways, and Indian reservation roads and bridges. NPS roads and highways are in this category.

3.4 Requirements of FASAB #6

FASAB #6 requires that all Federal agencies disclose certain information about agency-owned property, plant and equipment (PP&E), including Federal mission PP&E, general PP&E, heritage assets, and stewardship land.

Chapter 2 of FASAB #6 defines the four categories of PP&E as follows:

- General PP&E - facilities and land that could be used for similar or alternative purposes by non-government entities.
- Federal Mission PP&E - generally military and space exploration facilities having no non-governmental equivalent.
- Heritage Assets - PP&E that is unique for one or more of the following reasons:
  - prehistoric or historic site significance;
  - cultural and natural history resources, educational, or artistic (e.g., aesthetic) significance;
  - significant architectural characteristics; and
- Stewardship Land - land not included in general PP&E.

Chapter 2 of FASAB #6 requires that all Federal agencies disclose, or report, a variety of facilities information about each category of PP&E owned by the agency.

Chapter 3 of FASAB #6 defines "deferred maintenance" as maintenance:

(1) that was not performed when it should have been or was scheduled to be and which, therefore, is put off or delayed for a future period, and

(2) continued deferment of which will result in deficiencies. FASAB #6 requires Federal agencies to disclose, or report, on current levels of deferred maintenance for the four categories of PP&E.

3.5 Conclusions of DOI's Facilities Maintenance Assessment and Recommendations

In February 1998, the DOI Planning, Design, and Construction Council (now the Planning, Design, Construction, and Maintenance Council) published its Facilities Maintenance Assessment and Recommendations report. This report recommended that DOI and its bureaus take the following steps to improve management of facilities:

- expand the DOI Planning, Design, and Construction Council to include a DOI-wide facility maintenance component (since accomplished);
- reduce underutilized space;
- emphasize and initiate steps to make management and staff aware of maintenance
responsibilities;
• establish common definitions for key maintenance terms;
• ensure integrity of maintenance deficiency databases;
• emphasize proactive maintenance management;
• design facilities that are appropriate for local maintenance capabilities;
• conduct benchmarking/best business practices study;
• seek increased funding for facility maintenance; and
• (establish) good management practices.

NPS will follow a holistic approach, as described in section 4, and consistent with guidelines presented in this Director's Order when carrying out responsibilities related to:

• acquiring, managing, and disposing of facilities;
• planning, design, construction, and repair/rehabilitation of facilities and related activities;
• development of facilities maintenance and operations programs;
• establishment of Service-wide automated facilities data collection and management systems; and
• training and development of all those charged with operation and maintenance of Federally owned and operated facilities.

3.6 Requirements of Executive Order 13327-Federal Real Property Management

• promote efficient and economic use of America's real property assets; and
• assure management accountability for implementing federal real property reforms.

Specific excerpts from the Executive Order that pertain to this NPS Director's Order are as follows:

EO 13327: Sec. 3. Establishment and Responsibilities of Agency Senior Real Property Officer

"(b) The Senior Real Property Officer shall develop and implement an agency asset management planning process that meets the form, content, and other requirements established by the Federal Real Property Council established in section 4 of this order. The initial agency asset management plan will be submitted to the Office of Management and Budget on a date determined by the Director of the Office of Management and Budget. In developing this plan, the Senior Real Property Officer shall:

(i) identify and categorize all real property owned, leased, or otherwise managed by the agency, including, where applicable, those properties outside the United States in which the lease agreements and arrangements reflect the host country currency or involve alternative lease plans or rental agreements;

(ii) prioritize actions to be taken to improve the operational and financial management of the agency's real property inventory;
(iii) make life-cycle cost estimations associated with the prioritized actions;

(iv) identify legislative authorities that are required to address these priorities;

(v) identify and pursue goals, with appropriate deadlines, consistent with and supportive of
the agency's asset management plan and measure progress against such goals;

(vi) incorporate planning and management requirements for historic property under Executive
Order 13287 of March 3, 2003, and for environmental management under Executive Order
13148 of April 21, 2000; and

(vii) identify any other information and pursue any other actions necessary to the appropriate
development and implementation of the agency asset management plan."

4. Implementation of Policies, Requirements and Standards

NPS--an organization whose assets include many of the nation's most visible and well-known
structures and cultural resources--will develop the internal capabilities to meet the
requirements of the laws and policies discussed in Section 3 of this Director's Order. More
specifically, NPS will implement a comprehensive Asset Management Program using
organizational core capabilities to carry out proper asset management processes. A
disciplined strategy and philosophy will be used that ensures efficient and effective
management of NPS assets and that recognizes the total cost associated with ownership and
stewardship.

The Asset Management Program is dependent on a variety of external factors including
Federal law and regulations, Executive orders, DOI and NPS regulations, and influenced by
changing technologies and environmental factors. These external factors require the Asset
Management Program to be flexible and allow for future changes.

4.1 NPS Organizational Core Capabilities

NPS will have the program staffing and organizational structure to fulfill five fundamental
organizational core capabilities required for successfully implementing a comprehensive and
mature asset management program:

4.1.1 Capability #1: Asset Inventory and Condition Assessment

This capability will allow for the development of current listings of all assets NPS owns
and/or manages. NPS will be able to understand and provide a brief description of each asset,
its use, location, major subsystems and components, and general information about
quantities, and asset priority index (API) ratings. This capability also will require that all
assets be evaluated to determine their condition. The evaluation should be based on physical
condition and fitness of use.

- The Service will use standardized guidelines to determine the condition of all assets,
including annual and comprehensive assessments, (for unique linear assets (e.g., roads, pipelines, power lines, trails) that are resource intensive to assess on an annual basis, a statistical sampling methodology may be used to infer the asset condition.), life-cycle assessments, and daily work findings. The Service should use Federal Geographic Data Committee standards and content metadata standards to determine and document asset locations with GPS units or by other GIS and cartographic procedures such as digitizing, georeferencing CAD or engineering drawings, and/or address matching. Construction of new assets require the same locational information. Locational information will be reported or converted to latitude, longitude, decimal degrees, in North American Datum 1983.

- The Service should develop competencies to estimate the costs of repairing asset deficiencies as documented during the condition assessment phase.
- Either contractors or internal NPS staff can do the assessments depending on the level of expertise required.

4.1.2 Capability #2: Asset Costing

NPS will develop the capability to evaluate each asset to determine its current replacement value (CRV). CRV refers to the estimated cost of replacement-exchange or substitution of one fixed asset for another having the same function and scope. CRV policies for heritage assets will be developed with input from NPS cultural resource specialists and other appropriate discipline experts.

- CRVs should be estimated using parametric measures-e.g., dollar per square foot-or similar reputable cost standards.
- To ensure that assets are valued consistently throughout the Service, NPS will develop a standardized methodology to determine replacement cost. Furthermore, NPS should keep an historical record of actual costs incurred in replacing or building new assets to help determine the replacement value of similar assets in the future.
- NPS also should have access to databases that list costs for common assets, and continually benchmark its costs against the private sector and other Federal agencies ensuring that replacement values are accurate.
- CRV policies for heritage assets will be developed with input from NPS cultural resource specialists and other appropriate discipline experts.
- CRV assists in determining the facility condition index (FCI), which is a measure of the physical state of an asset, and should not be used to pursue construction funding. For construction budgeting purposes, NPS should use cost estimates based on specific projects details (e.g., project description, design drawings, and technical specifications).

4.1.3 Capability #3: Asset Management Planning Process

NPS will have the ability to develop asset management plans (AMPs) to address long-term NPS needs, priorities, and initiatives. The structure of NPS AMPs will be covered in more detail in Section 4.2.
A budget will flow directly from the asset management plans, and will provide input for packaging and bundling projects. The asset management planning process will reflect initiatives and projects that have been approved or deferred in the budget process.

The asset management plan will concentrate on funds to be spent on the acquisition, maintenance, operations, recapitalization, improvement, expansion, or replacement of assets.

Data for asset management planning purposes will reside in the Service's asset management software tool, but other tools may be used to analyze the data, such as the Project Management Information System (PMIS), five-year plans, and park business and management plans.

4.1.4 Capability #4: Implementation and Execution

NPS will have the ability to implement and execute asset management plans using life-cycle principles (acquire, sustain, and dispose where appropriate).

- The plans will be executed to allow for the establishment of a baseline, and to consider changes.
- The plans will be updated as milestones are reached, and cost estimates will be updated with actual costs.
- A record of actual costs versus planned budgets will be kept for future reference.

The Service will have the ability to carry out a mature operations and maintenance (O&M) program where costs for O&M activities are continually benchmarked and assessed to determine the appropriate expenditures for future activities.

4.1.5 Capability #5: Performance Assessment and Asset Portfolio Improvement

NPS staff will develop evaluation methods to analyze the success of the asset management program. The strategy will include methods for measuring actions to determine program accomplishments.

- Performance assessment will measure progress against goals. As part of performance assessment and improvement, a formal program management system will be developed and implemented.
- The Service also will establish performance goals to meet the requirements of GPRA and the Program Assessment Rating Tool (PART), as needed.

4.2 Asset Management Planning Processes

The NPS AMP will consist of a series of business practices that identify the steps and procedures that the Service and individual park units will follow in order to plan for, acquire, sustain, and dispose of built facilities, when appropriate, that it owns and/or manages. The AMP is a vital tool in meeting the intent of Executive Order 13327 referenced in Section 3.6.
Creating NPS AMPs requires skill in executing the organizational core capabilities stated in Section 4.1. Specifics of the AMP process can be found in the forthcoming NPS AMP guidance. The components of the NPS AMP are as follows and can be considered by a series of questions as follows:

1. What is our inventory? -- Asset Inventory;
2. What is the inventory's condition? -- Asset Condition;
3. What is the inventory's value? -- Asset CRVs;
4. How do existing or proposed assets contribute to mission? -- Contribution to Mission;

and

5. What is required to improve the condition of the asset portfolio and properly sustain it over time? - Asset Portfolio Improvement.

Addressing these questions/focus categories requires NPS to use a set of common industry metrics, establishment of performance goals, and the ability to prioritize key investment decisions. In meeting the requirements of the AMP, NPS will be able to succinctly capture, analyze, plan, and present all of this information in a manner that facilitates leading "best practice" concepts in Federal asset management.

The full implementation of this AMP across NPS will provide information to support life cycle management practices, provide the linkage of assets to mission, and enable NPS to make sound decisions regarding its asset portfolio investments. It also will enable NPS to report on specific amounts spent annually for asset acquisition, operation, maintenance, restoration, reutilization or disposal. As asset stewards, NPS is committed to improving the management of the existing real property portfolio and making sound capital investments in new facilities that are critical to its mission.

Through this AMP, NPS will use the API that will provide a clear link to mission for each existing and proposed asset in its portfolio. Through the use of the FCI and API, NPS will strengthen its ability to develop business case standards that rigorously support the best possible investment strategy for improving and maintaining its capital asset portfolio. The FCI and API are two key metrics that are necessary and important components in implementing and executing an asset management planning process that incorporates life-cycle principles. Given the nature of the budgetary environment, the NPS API scale will assist in effectively managing its assets given that it is not practical (nor desired) to fund every project based on FCI ratings, and to accomplish the following:

- Assist in directing resources where they are needed most, not just to an asset with a poor FCI rating.
- Assist in identifying opportunities to eliminate excess assets that no longer support the NPS mission.
- Effectively manage the life cycle of every asset.
- Incorporate a balanced scorecard approach that evaluates each NPS asset based on how well it supports NPS's mission and strategic goals.

Assist in fundamentally shifting the Service's focus from a culture of project formulation and
execution to one of life cycle asset management; where the planning focus is not about projects and project funding, but rather about the assets that projects are intended to affect.

4.3 Cost of Ownership

Prior to acquisition by any means, including but not limited to purchase, donation, construction, or exchange, the Service will perform a detailed analysis of the cost of operation, maintenance and repair, recapitalization, and overall sustainment of facilities proposed or planned for its use. This will be conducted in conjunction with NPS and Federal agency acquisition processes. Information obtained by this analysis will be used to determine whether it is appropriate or feasible to acquire or continue to own and operate the facilities based on cost of ownership over time.

4.4 Training

NPS will put into place a comprehensive training program for Service managers, facility managers, and maintenance employees in all aspects of the NPS Asset Management Process and its associated components. This training program will be managed by the NPS Training Division, Facility Management and Maintenance Training Manager, as directed by the Washington Office (WASO) Park Facility Management Division in coordination with the NPS Training Division.

4.5 Policies for Heritage Assets and General Properties

For facilities management purposes, a distinction is made between Heritage Assets and General Properties management. In general, NPS facilities management policies regarding Heritage Assets and General Properties differ only in the recognition that Heritage Assets have an intrinsic value above and beyond their originally intended functions, and that a part of the NPS mission is to protect that intrinsic value.

4.5.1 Heritage Asset Management

According to FASAB #6, Heritage Assets are "plant (facilities), property, or equipment that have historical or natural significance; cultural, educational, or artistic importance, or significant architectural characteristics." This intrinsic value, and the additional cost of protecting and preserving that value, is a factor that the Service must consider in its overall cost of operating, maintaining, repairing, stabilizing, disposing, and restoring its facilities. These assets may include historic structures or property with documented prehistoric or historic site significance, cultural and/or natural history resource assets, educational or artistic importance, or architectural characteristics.

4.5.2 General Properties Management

General Properties (property, plant, and equipment) are those tangible assets (i.e., built facilities) that: (1) have an estimated useful life of two or more years; (2) are not intended for
sale in the ordinary course of business; and (3) are intended to be used or available for use by
the agency or bureau. In general, these assets are to be managed to serve the NPS mission in
the most effective manner possible. These facilities have no intrinsic value above and beyond
their originally intended functions.

**4.5.3 Heritage Assets With Components Used for General Properties Functions**

Heritage Assets can include components used for general property functions, or multi-use
Heritage Assets. Examples include historic structures used for office space and housing. In
most cases, where functions, features, or attributes of heritage structures are used for general
properties functions, they will be managed as general properties, subject to specific guidance
in Director's Order #28: Cultural Resources Management, and Director's Order #36: Housing
Management for managing historic structures.

**4.6 Automated Facilities Management Systems**

NPS will establish, implement, operate, and maintain a standard Service-wide asset
management system, previously defined as the NPS FMSS (see section 4.1.3). This system
will include an off-the-shelf maintenance management software package, an NPS standard
data management platform, and a hardware platform.

NPS also will establish, implement, operate, and maintain a standard service-wide asset
management system to support the asset management program. This system will be fully
integrated with FMSS, and will include a standardized condition assessment process and cost
estimation software system, sharing a data management platform and hardware platform with
FMSS.

All NPS units responsible for built facilities and assets will be responsible for using FMSS
for managing facilities data, information, work management, and reporting. A complete
description of FMSS and NPS asset management process is found in a series of training
manuals produced by NPS that supplement this Director's Order and the accompanying

**4.7 Policy Implementation Support and Resources**

Staffing, funding, equipment, and materials required for the development, implementation,
operation, and maintenance of the Asset Management Process tools and systems described in
Section 4.2, is the responsibility of the WASO Park Facility Management Division (PFMD).
PFMD will provide data and coordination with other NPS entities involved in asset
management. This office also is responsible for the development of funding proposals for the
Service-wide system. Each unit of NPS, however, is responsible for the development of, and
proper use of funds for, the site-specific implementation and operation of the Asset
Management Process. This will be accomplished through the use of existing operations and
maintenance funds, and thorough requests for operations and maintenance increases through
NPS Operations Funding System (OFS) and PMIS.
4.8 Systems Integration

The Asset Management Program and its system components, together with FMSS, will be incorporated into an Agency Asset Management Plan, as specified in Executive Order #13327. In particular, the intent of the National Park Service is to establish FMSS as the core enterprise system for the management of its assets and that all other data management systems used service-wide shall interface to it through a series of automated links to provide consistent reporting, eliminate redundancy or data duplication, and to establish a common language set among all entities of the organization. Facility management employees at all levels in the organization will work to identify key linkages to other data management systems, and will actively develop data fields, information formats, data management protocols, data standards, and reporting requirements that are consistent and compatible with other NPS and DOI entities. These entities may include but are not limited to systems administered by administration, budget and finance, personnel, real property, cultural resources, natural resources, geographic information systems, concessions and other operations activities, safety and risk management, and others.

5. Responsibilities

5.1 Director

The Director will ensure that NPS asset management meets the legislative and regulatory requirements for facilities operations, maintenance, repair, rehabilitation, construction, and removal or disposal, in a manner that effectively supports the NPS mission.

5.2 Deputy Directors and Associate Directors

The deputy directors and associate directors are responsible for verifying that NPS asset management remains consistent with the internal requirements of their respective areas. They also are responsible for ensuring that all activities, projects, and policies in their areas of operations remain consistent with the legislative and regulatory requirements for asset management as identified in this Director's Order.

5.3 Associate Director - Park Planning, Facilities, and Lands

The Associate Director- Park Planning, Facilities, and Lands (also the NPS Senior Real Property Officer pursuant to EO 13327) is responsible, through PFMD, for development, implementation, operation, and maintenance of the facility management business practice systems-including asset management-that support the effective management of facilities in all NPS units. The Associate Director is hereby delegated authority to promulgate, and revise and reissue, as appropriate, Reference Manual 80, which will provide more detailed guidance on how to implement this Director's Order. The Associate Director also will provide continuing program oversight to ensure that policies articulated in this Director's Order are kept up to date.
To coordinate asset management efforts throughout NPS, the Associate Director will select an Asset Management Advisory Group (currently called the Service-Wide Maintenance advisory committee (SMAC)). Group members will have expertise with regard to asset management best practices, procedures and policies beyond levels normally addressed by PFMD and may include regional, park, and WASO membership. The Asset Management Advisory Group will support the parks, regions, and WASO in their asset management efforts, including, but not limited to, answering any technical questions which may arise.

5.4 Regional Directors

Regional directors are responsible for ensuring that all parks within their respective regions are fully implementing the Asset Management Program. Successful implementation will help make additional resources available to parks by, for example: more effective use of existing resources and funding through increased operational effectiveness; restructuring of existing funds to balance or increase routine and cyclic maintenance with reduced repair and rehabilitation costs; and increased opportunity for obtaining additional funds through improved accountability. Inability of parks to fully implement the Asset Management Program could result in a direct impact on facilities repair and operations funding available for those parks.

5.5 Superintendents

Park superintendents are responsible for ensuring that facilities in their parks are being managed in accordance with the NPS the asset management program, and that all facilities information is current. It is the responsibility of the superintendent to ensure that the staffing and resources necessary to accomplish this task are made available. As outlined in section 5.4 above, successful implementation and management of the process and its components will help make additional resources available to parks. Inability to comply with the legislative and regulatory requirements for Federal facilities could result in a negative impact on facilities repair and operations funding available for those parks.

5.6 Park Facility Managers and Staff

Park facility managers and staff are responsible for the day-to-day implementation of the NPS asset management program at their respective parks.

5.7 Summary of Responsibilities

Table 1 summarizes the core capabilities each member of the NPS team must contribute in order to fully implement the asset management program. The core capabilities refer to those outlined in section 4.1 of this Director's Order.

<table>
<thead>
<tr>
<th>NPS Position</th>
<th>Asset Inventory and Condition</th>
<th>Asset Valuation</th>
<th>Capital Planning and Budgeting</th>
<th>Implementation and Execution</th>
<th>Performance Assessment and Improvement</th>
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<td>Assessment</td>
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<td>Deputy and Associates</td>
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<td>Associate Director,</td>
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<td>Regional Directors</td>
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<td>Superintendents</td>
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<td>Park Facility Mgrs and Staff*</td>
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* Also the NPS Senior Real Property Officer pursuant to E.O. 13327

**Table 1: Organizational core capability responsibility matrix by NPS position**

---- End of Director's Order ----